ACCESS TO OPPORTUNITY 1905~80

The Development of Post-Secondary Education in Alberta

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Alan S. Vladicka

Alberta
ADVANCED EDUCATION
AND MANPOWER

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Cover Photo:

Prime Minister Sir Wilfrid Laurier leaving Alberta College during the celebration of Alberta's inauguration as a province, September 1, 1905.
Provincial Archives of Alberta

Foreword

The history of post-secondary education in Western Canada is, in many respects, an undocumented field. In part, this may be due to the relatively short period of time in which formalized post-secondary educational systems have existed in this part of the world. It may also be due to the tendency among those in a field of endeavour to defer the recording and interpretation of the import of events in which they are directly involved; it is usually assumed that these tasks will be completed at a later time, and by disinterested observers.

This book represents one step toward overcoming both of the above problems. Alan Vladicka, a graduate student in History and a former Intern with the Department of Advanced Education and Manpower, has researched and documented the evolution of post-secondary education in Alberta. To my knowledge, this book represents the first historical compilation of events related to the "broad sweep" of post-secondary education in our province. Des Berghofer, currently Assistant Deputy Minister for Program Services in the Department of Advanced Education and Manpower, has contributed to this work by applying his long-standing interest in policy-making to an analysis of historical trends in Alberta's post-secondary educational system, and to the implications of these (and other trends) for the future.

The interests of the two authors merged during Mr. Vladicka's year-long internship with the Department, during which time he completed much of the research necessary to the completion of Chapters One through Six. The verification of data and the writing of these chapters consumed much of Mr. Vladicka's spare time in 1980, after his return to graduate work at the University of Alberta. At this point in the development of the material, Dr. Berghofer prepared the Introduction and the last chapter of the book.

As suggested above, the book traces the development of private and public post-secondary education in Alberta from its origin early in this century, and gives particular attention to the role of government policies as they have been reflected in the establishment and maintenance of post-secondary educational institutions. The book closes with a synthesis of the lessons learned from past experience, and a discussion of the impact of this experience upon the future of post-secondary education in this province.

The writing of a book such as this has, in my opinion, been long overdue. Its publication in the year of the Province's 75th anniversary is especially appropriate. It is our hope that this book will be of interest and value to both students and practitioners of post-secondary education in Alberta and to others.

Henry Kolesar
Deputy Minister
Alberta Advanced Education
and Manpower

Acknowledgements

This book grew out of a project begun in the Program Services Division of the Department of Advanced Education and Manpower in 1978. We acknowledge our appreciation to the Department for its interest in publishing this work as a contribution to Alberta's 75th Anniversary celebrations. In doing so, we wish to make it clear that the authors are solely responsible for the content of this work, and that the views expressed are those of the authors, and do not represent an expression of official Departmental policy.

We are indebted to many people whose cooperation and assistance aided us in our work. Administrative officials and library staffs of several departments of the provincial government and many of the province's institutions of advanced education provided us with help in our research efforts. We would particularly like to thank the following people, who contributed significantly to the completion of this book: Walter H. Johns, Jack P. Mitchell, Gordon L. Mowat, and Walter H. Worth for reading the first draft of the book and offering valuable suggestions for improvement; Bonnie Kashman, Linda Patterson, and Gladys Powley, for patiently and accurately typing the various drafts and revisions of the manuscript; Betty Vladicka, for proof-reading the manuscript and offering suggestions on style and clarity from a layman's point of view; and Judy Berghofer, for providing support and insight when it was most needed.

Any defects or errors in the book are obviously our responsibility and do not reflect in any way on those who kindly aided us in our work.

D. E. Berghofer
A. S. Vladicka
EDMONTON, 1980

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Introduction

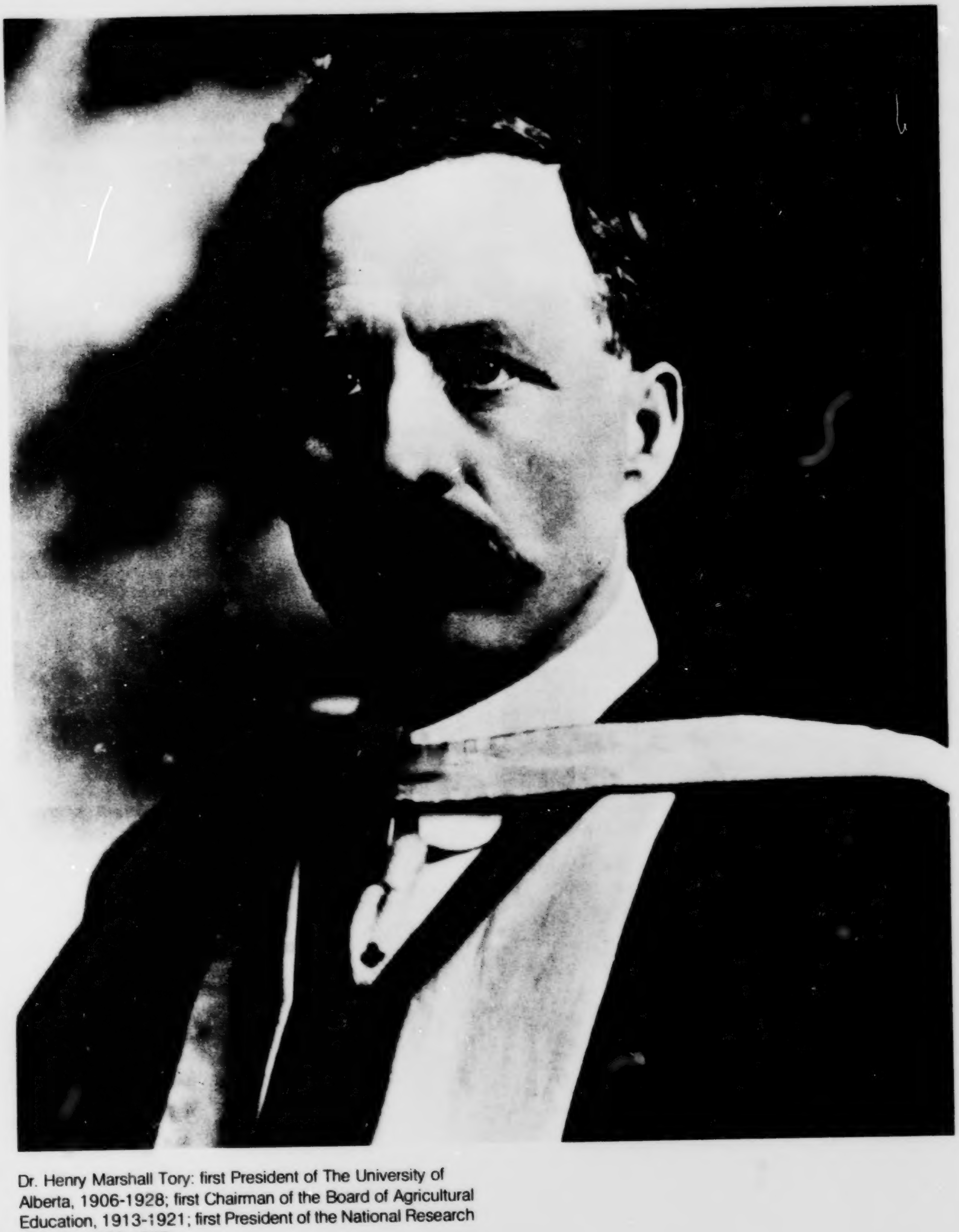
In considering the history of Alberta, one is immediately tempted to attach particular significance to the fact that the birth of the province occurred almost simultaneously with that of the twentieth century. Established in 1905, the province has developed, prospered, and experienced its share of suffering in accord with the powerful currents that have shaped this most tumultuous century. More important than the coincidence of dates, however, is the fact that the province as a political entity has been transformed from an agriculturally-based, frontier society to a modern industrial state in the space of seventy-five years. This is a remarkable achievement. It would not have been possible had the provincial government placed less priority than it did on the development of a system of advanced education.

The positive relationship between higher education, on the one hand, and economic and technological development on the other, is well documented, even though it is not completely understood. The Alberta experience provides further evidence of this relationship. This is not to say that fortuitous events, such as the discovery of oil, did not also play a major role in determining economic progress. What Alberta's history suggests, however, is that favourable circumstances combined with a vigorous policy of developing higher education services can produce impressive results. This conclusion has particular significance in the decade of the 1980's, when Alberta finds herself once again benefiting from favourable economic circumstances, and is faced with the challenge of guiding the future development of an already well established system of advanced education.

It was precisely with that challenge in mind that this history of post-secondary education in Alberta was written. The intent was not to produce a definitive study, but to stimulate more in-depth research into the development of higher education in Alberta. What we have attempted to do is to provide an adequate perspective of the past seventy-five years for the time-bound planners and decision-makers who will influence the future shape of the system.

In accordance with this objective, no great emphasis has been placed on historical narrative. We would hasten to acknowledge, however, that the history we are describing is peopled with remarkable characters, some of whom we are privileged to know personally and who have assisted us with this work. We hope that their contributions to this great province will be chronicled by other writers. Our intent was to focus on the development of government policy and to assess its impact on Alberta's system of advanced education.

In organizing the work we have identified a number of time periods. These were chosen to illustrate certain trends or changes in trends, but they are nevertheless arbitrary and should not be regarded as indicating abrupt shifts in policy or system development. Characteristic features of each time period are described while overall trends are discussed throughout. The scope of the work is the entire history of the system, from the establishment of the province in 1905 to current policy considerations on such issues as further decentralization of services, the impact of communications technologies on education, and alternative approaches to funding the development of the system. We conclude with a discussion of the relationship of these developments to the concepts of a knowledge economy, lifelong learning, and recurrent education.



Dr. Henry Marshall Tory: first President of The University of Alberta, 1906-1928; first Chairman of the Board of Agricultural Education, 1913-1921; first President of the National Research Council, 1923-1935.

University of Alberta Archives

1. Breaking Ground: 1905-1916

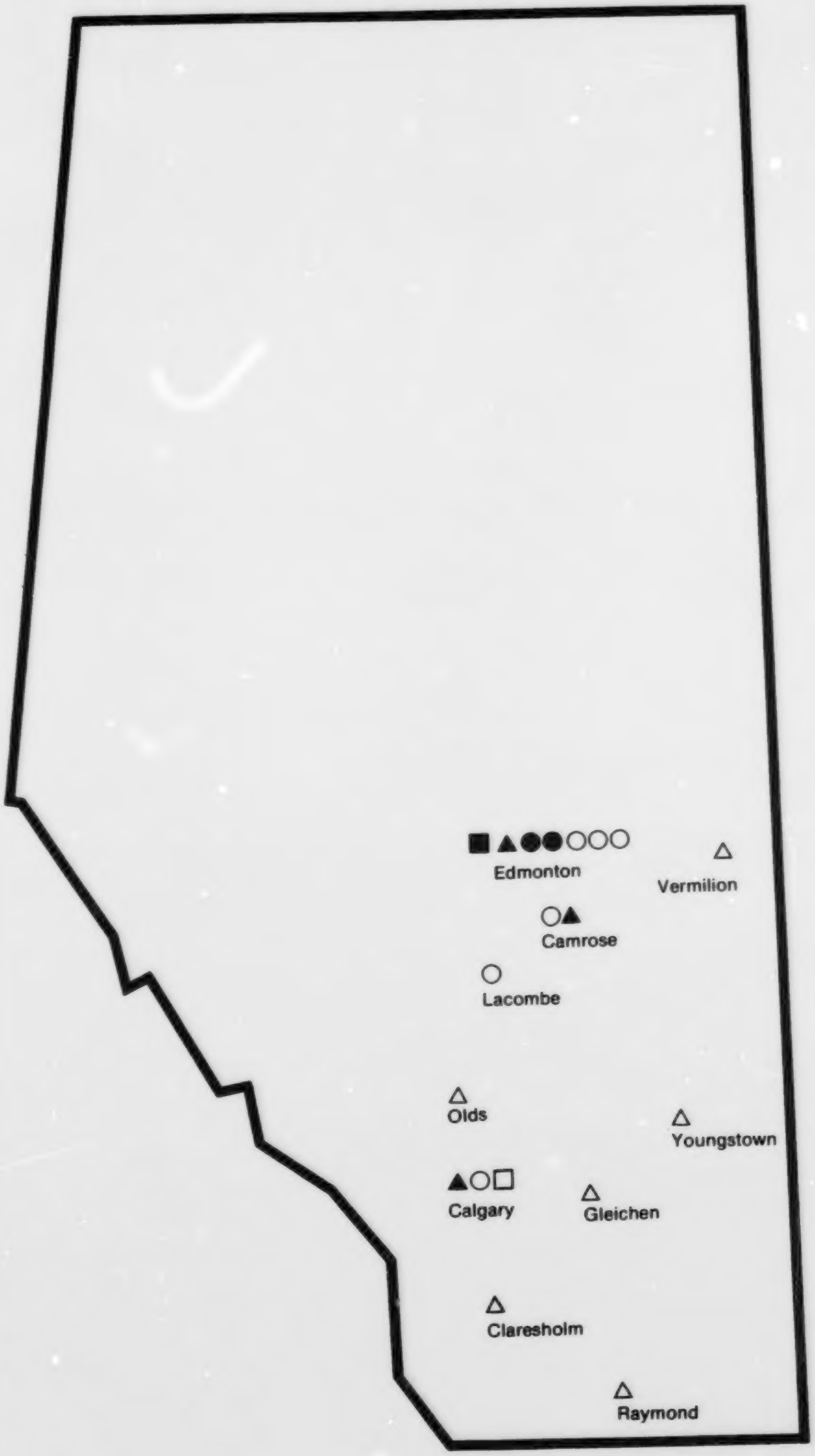
Post-secondary education in Alberta is as old as the province itself. Alberta College, the first institution of higher education in what was to become Alberta, was founded in 1903 under the auspices of the Methodist Church, and three years later, the first session of the province's Legislative Assembly passed a bill to establish a provincial university. During the next ten years, the provincial government and a number of church groups established an impressively large number of institutions in the young province. In addition to The University of Alberta, by 1916 the provincial government had created two Normal Schools, three Schools of Agriculture, and an Institute of Technology and Art. During the same period, six more private colleges were founded by various religious organizations. These institutions constituted the basic framework for post-secondary education in Alberta until after the Second World War. Similarly, the general policies toward higher education which the Alberta government formulated during its first decade were implemented with little alteration for several decades. As a result of the initiative and foresight of the government and citizens of Alberta during this formative period, higher education was established as an activity of major significance in what was then essentially a frontier agricultural region.

University and Technical Education: Regional Rivalries

The creation of a provincial university was a matter of high priority for the first government of Alberta. In 1906, an Act to establish and incorporate a university was passed during the first session of the legislature. Classes at The University of Alberta commenced in 1908 at the Duggan Street School. Within eight years, the University had moved out of rented accommodations into the first buildings on its present campus, and had expanded from its original Arts and Science Faculty to include programs in law (1912), applied science, later called engineering (1913), medicine (1913), pharmacy (1914), agriculture (1915), and accounting, the foundation of the Faculty of Commerce (1916). In 1912, a Department of Extension, "the first of its kind in Canada", was established to provide a direct link between the University and the people of Alberta. The early emphasis on "taking the University to the people" through this department's agricultural extension and travelling lecture programs was of particular importance in garnering support for the University among the predominantly rural population of the province.[1]

The establishment and growth of The University of Alberta were not viewed with equal enthusiasm in all areas of the province. Since Edmonton had become the provincial capital, many Calgarians had expected that their city would be chosen as the site of the provincial university. When the university was located in Premier Rutherford's riding of Strathcona, a group of prominent Calgarians, including R.B. Bennett, began a campaign to acquire a university for their city. In 1910, Bennett introduced a bill in the legislature to establish a Calgary University. The government, however, took the position that two universities would tend to increase regional rivalry and lead to unhealthy inter-institutional competition, while a single university would help to unite the province. The Calgary University bill was consequently amended to provide only for a college, without authority to confer degrees. The privately-financed Calgary College opened in 1912, but the College's supporters continued their campaign in the legislature and the press for degree-granting status for the College. In 1914, in the hope of settling this dispute, the government appointed a Royal Commission, composed of three university presidents from other provinces, to consider the status of the Calgary College. This commission concurred with the view that a single provincial university should be maintained, citing the desirability of avoiding competition between several universities for the limited funds and the relatively small pool of potential students in the province as its main reason for recommending that the Calgary College not be given degree-granting powers. However, in keeping with suggestions by the supporters of a Calgary University that the institution should pay special attention to applied science and technology, the Commission proposed the creation of an Institute of Technology and Art in Calgary instead of a university.[2]

Mount Royal College, Calgary, 1912.
Provincial Archives of Alberta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Calgary
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Gleichen
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Claresholm
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Raymond

Map 1

Post-Secondary Institutions in Alberta, 1921

■ University

□ Technical Institute

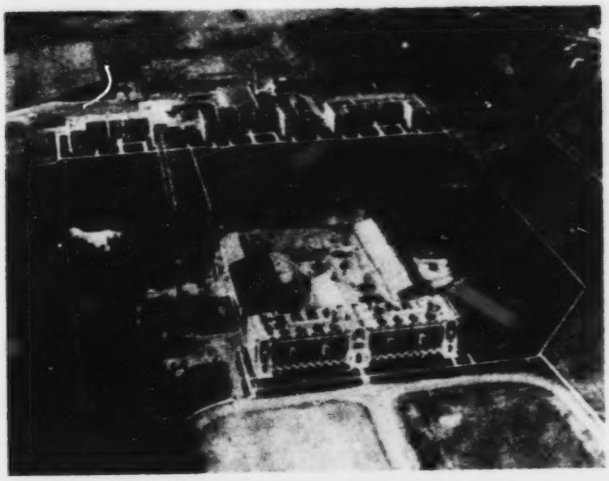
△ School of Agriculture

▲ Normal School

○ Private College

● Affiliated Private College

The report of the Falconer Commission, coupled with low enrollments and financial insolvency, spelled the end for Calgary College. Unable to secure provincial support for its continued operation in conjunction with the proposed technical institute, the College closed its doors after its 1914-15 session. However, the establishment of the Technical Institute was delayed for several years by the inability of the provincial and Calgary municipal governments to reach agreement regarding financial support for the new institution. In 1916, under the impetus of a federal government program to provide vocational training to disabled war veterans, an agreement was reached whereby the province would bear the full operating costs of the institute, while the city would provide temporary quarters in the Colonel Walker School. On this basis, the Provincial Institute of Technology and Art, "the only publicly supported technical institute on the continent" at the time, opened in October 1916, with a mandate to provide technical training to returning solidiers, industrial arts teachers, and the "maturing youth of the province."[3]



The University of Alberta, Edmonton, 1919. Photo taken by Captain W. R. (Wop) May D.F.C.
University of Alberta Archives

The outcome of Calgary's campaign to obtain a university had important implications for Alberta government policy towards higher education. By accepting the Royal Commission's recommendation to deny degree-granting status to Calgary College, the government confirmed its policy, implicit in the creation of The University of Alberta, that university education was to be centralized in a single provincial university. This policy reflected the government's desire to avoid the inter-institutional conflicts observed in eastern Canada and to ensure a uniform and high quality of education, as well as a recognition of the limited financial resources of the young province. While a centralized university undoubtedly reduced the accessibility of higher education to many Albertans who could not afford to move to Edmonton, it is unlikely that the level of demand for university education would have justified the financial burden of a second university during the early decades of the province's existence. This policy of centralizing university education, with the exception of extension services, was modified somewhat in 1931, when Mount Royal College began offering some courses in affiliation with the University, and was gradually reversed after 1945 when a branch of The University of Alberta was opened in Calgary. The administrative unity of the provincial university, which was intended to prevent undue competition between campuses, lasted until 1966, when an autonomous University of Calgary was created – sixty years later than the citizens of Calgary had at first hoped.

The establishment of the Provincial Institute of Technology and Art represented another significant policy development, a commitment on the part of the provincial government to support technical and vocational education, which has continued to this day. The adoption of this policy was motivated by recognition of the increasing demand for technically-trained workers in the province,* and by federal activities in the field of technical education. The Report of the federal Royal Commission on Industrial Training and Technical Education of 1913, influenced the provincial commission which proposed the creation of a technical institute, and the federal program of vocational training for veterans provided the necessary impetus for its actual establishment. This combination of federal and provincial initiatives in technical education has provided the model for development in this sector of post-secondary education in Alberta ever since.

Early Decentralization: Normal Schools and Schools of Agriculture

While university and higher technical education were centralized in Edmonton and Calgary respectively, the government made provisions for teacher training and agricultural education to be offered on a more regional basis. As part of its efforts to improve the province's basic education system, the Department of Education, which was then directly responsible for the training of teachers, established Normal Schools in Calgary (1906) and Camrose (1912). A certain degree of decentralization of the teacher training program was considered necessary to attract potential teachers from all areas of the province.

A similar philosophy was applied in the field of agricultural education. In 1912, the Department of Agriculture purchased seven farms, situated throughout the province, on which to demonstrate modern agricultural techniques to Alberta farmers. The following year, with the help of federal funds provided under The Agricultural Instruction Act (1913), the department established Schools of Agriculture on three of these farms; at Olds, Vermilion, and Claresholm. The Agricultural Schools Act also created a Board of Agricultural Education to supervise the operation of these schools. Dr. Tory, the president of The University of Alberta, was appointed to chair this Board. The purpose of the schools was to provide agriculture training to farm boys and home economics courses for farm girls; thus, in the words of Duncan Marshall, the Minister of Agriculture, " to induce them to go back to the farm and make their life there."[4] To accomplish this, a decentralized system of delivery was essential, since centralized agricultural colleges, such as those in Ontario, seemed to be emphasizing agricultural research rather than the practical training of farmers. These schools were designed to educate farmers in modern agricultural methods, and thereby to increase the productivity of agriculture in the province.

While decentralization of higher education was limited almost entirely to agricultural and pedagogical programs until the 1940's, the establishment of the Normal Schools and the Schools of Agriculture may be seen as the first step towards what was to become an explicity policy of decentralizing all

* The increasing importance of technical education was also acknowledged by the appointment of a Director of Technical Education in the Department of Education in 1914.

post-secondary educational services. These programs, which were relatively inexpensive in comparison to those of the University and the Technical Institute, were the only ones for which decentralized delivery was considered necessary and practical in the early 1900's, but as the province's economic and social structures changed, more and more educational services were placed in this category. The pioneering nature of these early schools is illustrated by the gradual transformation of the Olds and Vermilion Schools of Agriculture into comprehensive public colleges, and by the development of the Calgary Normal School ito the nucleus of The University of Calgary.

Dr. Alexander Cameron Rutherford: first Premier, and Minister of Education of Alberta, 1905-1910; Chancellor of The University of Alberta, 1927-1941.
University of Alberta Archives

Private Colleges

With the notable exception of the Calgarians involved in the support of Calgary College, the major private participants in the development of higher education during this early period were religious organizations. In addition to Alberta College which, as noted above, was the first institution of higher education in the province, six private denominational colleges had been established in Alberta by 1916.* The Seventh-Day Adventist Church founded the Alberta Industrial Academy near Leduc in 1907,** and the Methodist Church established Mount Royal College in Calgary in 1910 and Alberta College South, a separate theological college, in Strathcona in 1911. The Lutheran Church created Camrose Lutheran College in 1910, and in 1911, Collège Saint-Jean (Roman Catholic)† and Robertson College (Presbyterian) opened in Strathcona. Although these private colleges concentrated mainly on secondary education and theological training during their early years, they were to form the basis of college-level education in Alberta until 1957, when the province's first public junior college opened in Lethbridge.

The University Acts of 1906 and 1910 contained sections which formed the basis of government policy toward junior colleges for the next half century. Both Acts made provision for the affiliation of colleges and other educational institutions with The University of Alberta, and empowered the University to prescribe the terms of such affiliation. This legislation provided the basis for later university affiliation regulations which ensured a considerable degree of university control over colleges offering university-level courses. While only Alberta College South and Robertson College became affiliated with the University during this period, the policy of delegating effective authority over junior colleges to the University was to have considerable impact on the development of colleges in Alberta until the 1960's, when the rapid expansion of the college system, and the existence of two universities, led the government to establish its own mechanisms for coordinating college development.

By 1916, fourteen institutions of higher education were in operation in Alberta, seven of which had been founded since 1910. This rapid expansion of higher education coincided with an explosive increase in the province's population, which doubled, from 185,000 to 374,000, between 1906 and 1911. This influx of new settlers created increased demands for agricultural training for the often inexperienced farmers, for teachers to staff a growing school system, and for trained tradesmen to meet the needs of new industries. Despite the obvious necessity of expanding post-secondary education to meet these needs, criticisms were raised by some Albertans that The University of Alberta and even the Schools of Agriculture were "useless luxuries", which the province could ill afford and did not need. Frank Oliver, the publisher of the Edmonton Bulletin and successively a member of the North-West Territorial Legislature, Member of Parliament and federal Cabinet Minister, has been credited with the remark that "We don't need any college here at all; if we did, it would be to turn out horse doctors."[5] However, the spirit of progress and opportunity which characterized western Canada during this period helped to ensure that such views were not reflected in government educational policy.[6] In keeping with these beliefs, the government and people of Alberta continued to support the development of a group of institutions around which Alberta's modern system of post-secondary education grew and matured.

The significant features of higher education during this formative period were a high degree of geographical centralization, a division of administrative responsibility between the Department of Education (which administered the Provincial Institute of Technology and Art and the Normal Schools), the Department of Agriculture, and The University of Alberta, and the consequent absence of an effective method of coordinating the development of higher education. While centralization of university programs was explicitly endorsed by the government, the establishment of the Schools of Agriculture and Normal Schools represented the limited beginning of a trend toward decentralization of higher educational opportunity

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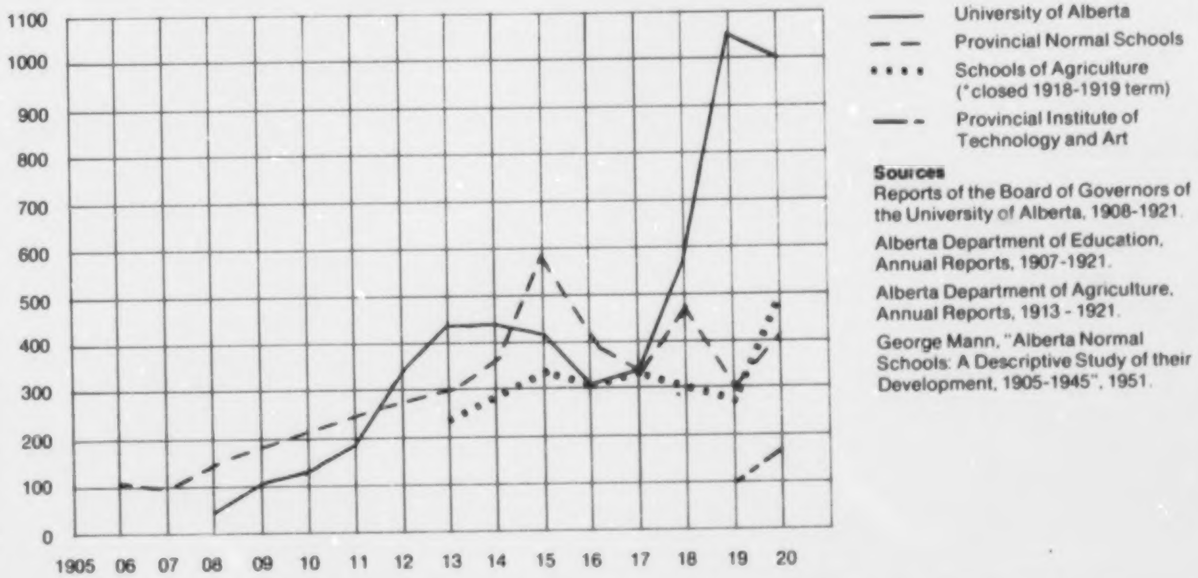
* With the exception of Alberta College, the only private denominational colleges dealt with in this book are those which eventually became affiliated with The University of Alberta. Several other unaffiliated colleges operate in Alberta.

** In 1909, the Academy, later renamed Canadian Union College, moved to its present site near Lacombe.

† Collège Saint-Jean began operation at Pincher Creek in 1908, and moved to temporary facilities in Edmonton in 1910.

Figure 1

Full-time Enrollment at Alberta Public Post-Secondary Institutions 1906-1920



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which continues to this day. The progress of these institutions, and of the Institute of Technology and Art, also indicated the government's early commitment to providing a wide variety of non-university educational services. In fact, despite the relative centralization which economic circumstances dictated, the early development of higher education in Alberta reflects the progressive, populist spirit common to the Canadian and American west. The emphasis on extension and community service which its first president, Dr. H.M. Tory, imbued in The University of Alberta,[7] and the government's program of decentralized agricultural education, are indicative of an egalitarian, democratic view of education which became characteristic of the province's post-secondary system.

Clearly, the provincial government played the major role in the development of higher education during this period. In contrast with eastern Canada, where university education in particular had developed largely under private auspices, the governments of Alberta and the other western provinces assumed major responsibility for developing higher education from the start. However, important contributions were also made by the federal government, religious organizations, and local citizens' groups, particularly the Calgarians who played such a large role in the establishment of the Calgary College and the Provincial Institute of Technology. The subsequent development of higher education in Alberta was to depend, in varying degrees, on the participation of all of these groups.

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7. Cameron, *op. cit.*, p. 1; Campbell, *op. cit.*, p. 141.

The Claresholm School of Agriculture. 1925.

Provincial Archives of Alberta

2. Growth and Depression 1917-1939

During the quarter century following the establishment of the Provincial Institute of Technology, the Alberta government played a more passive role in the development of higher education than it had done up to 1916. The 1920's were characterized more by expanding enrollments and diversification of programs at existing institutions than by the establishment of new institutions or by significant shifts in government educational policy, while the 1930's were largely a period of retrenchment in the educational sector, as they were for most sectors of the economy. Further decentralization of teacher training and agricultural education was attempted in the 1920's, but all of the new institutions suffered periodic or permanent closures in the 1920's and 1930's, and only one survived into the 1940's. Church groups and The University of Alberta were primarily responsible for the creation of the few institutions which emerged from this period as significant additions to the province's higher education system. Similarly, provincial policies toward higher education were maintained with few important changes. The most significant policy initiatives, in the field of technical education, emanated from the federal government. In general, the provincial government's role during this period was largely that of providing financial support for the development of higher education, and even this became a problem during the Depression. The government had relatively little direct influence on the few qualitative changes which occurred during the interwar period.

The University Expands

The year 1916 is an artificial dividing line when discussing the early history of The University of Alberta. The only significant turning point during the period up to 1939 came with the Depression of the 1930's, which suspended the expansion of programs and facilities and slowed the growth in enrollment which had characterized the University since its inception. Until 1928, however, the University experienced growth in all these areas. Programs in pharmacy, household economics, dentistry, medicine, nursing, commerce and education were initiated or expanded between 1916 and 1929, and several new buildings were constructed on the campus after World War I. Total enrollment, which had risen from an initial 45 to 305 by 1916, increased further to 1,560 by 1929.[1]

The establishment in 1929 of a School of Education at the University was of particular significance for the development of higher education in Alberta. After considerable negotiation, the provincial Department of Education agreed to delegate primary responsibility for training secondary teachers to the university, while the Normal Schools would continue to train elementary teachers. This division persisted until 1945, when the University assumed full responsibility for the education of teachers and took over the operation of the Normal Schools in Edmonton and Calgary. The creation of the School of Education represented the initial step in this process, which "paved the way toward the professionalization of teachers in Canada,"[2] and which established the nucleus of The University of Calgary. It therefore anticipated the future policies of decentralization of both the administration and provision of educational services in Alberta.

The creation of the Scientific and Industrial Research Council of Alberta in 1919 was another important developmen. A joint venture of the University and the provincial government, the Council was established to conduct research relating to development of the province's industries and natural resources. In fact, one of its earliest projects was to investigate methods of utilizing the Athabasca tar sands. In 1930, the Council was reconstituted as the Research Council of Alberta. The Research Council Act made the President of The University of Alberta *ex officio* Director of Research for the Council.[3]* The institution of the Research Council in close association with the University was indicative of the government's conviction that higher education represented an investment in the economic development of the province.

The Depression which began in 1929 put a stop to the program diversification and campus development of the 1920's. Between 1931 and 1937, the University's operating budget decreased from nearly $1.3 million to less than $1.1 million (approximately 16%), and did not regain its 1931 level until 1941. As a result, few new programs and no new construction projects were undertaken during the 1930's. In 1933-34, a particularly serious reduction in the government appropriation for the University made tuition increases, staff reductions, and some salary cuts necessary. It seems, however, that the University was able to adapt to these financial difficulties without its basic services being seriously impaired. Despite the retrenchment necessitated by reduced government support, modest expansion took place in certain fields, and the University continued to attract a growing number of students. Total enrollment climbed from 1,560 in 1929 to 2,327 in 1939.[4]

One important new venture undertaken by the University during the Depression was the establishment of the Banff School of Fine Arts. With the aid of a grant from the Carnegie Corporation of New York, the Department of Extension ran a trial program in theatrical arts in Banff in the summer of 1933.

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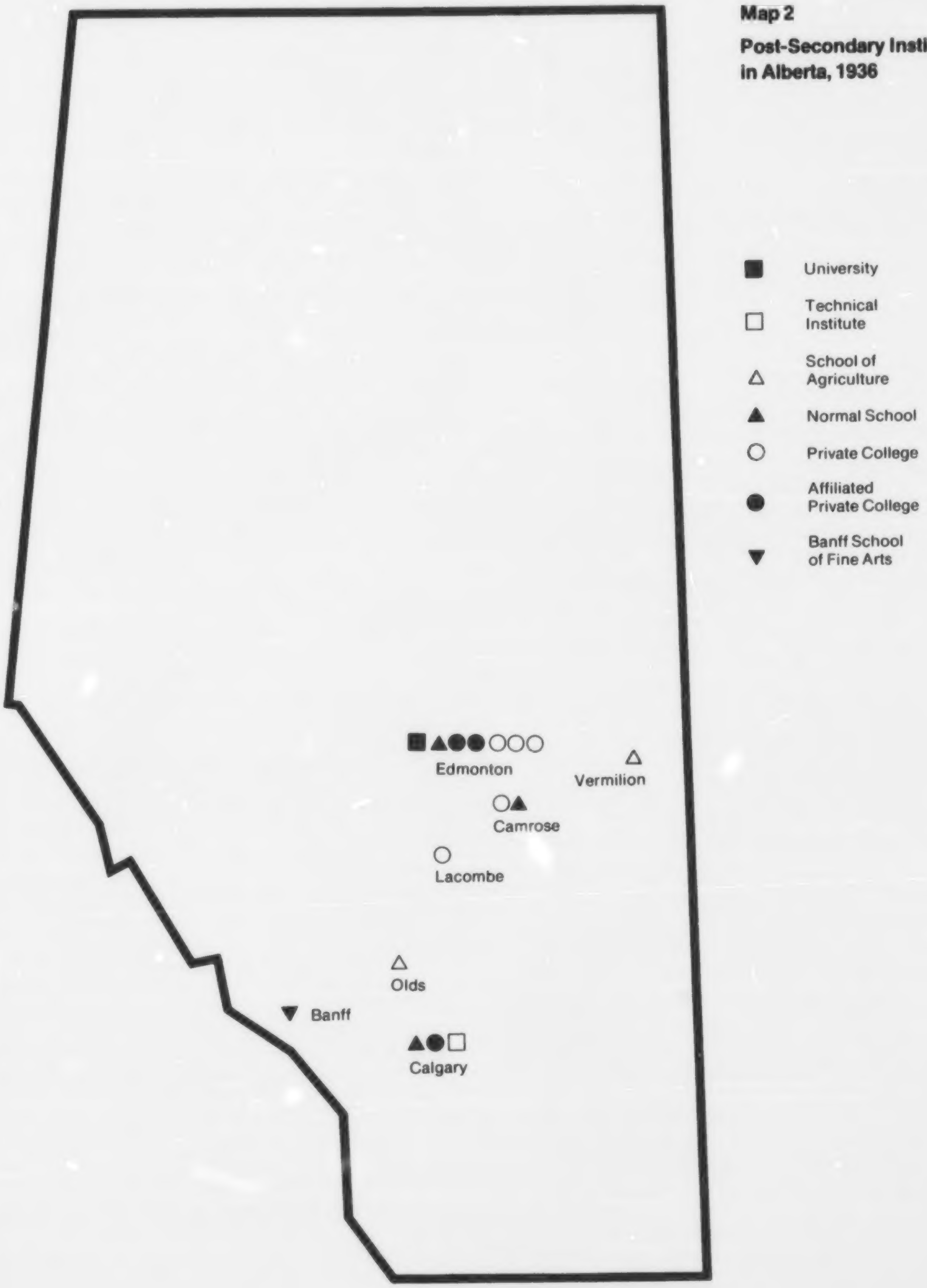
* After 1950, the President of The University of Alberta was no longer *ex officio* Director of Research, but continued to be a statutory member of the Council.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□ Technical Institute
△ School of Agriculture
▲ Normal School
○ Private College
● Affiliated Private College
▼ Banff School of Fine Arts

Map 2

Post-Secondary Institutions in Alberta, 1936

In 1935, this theatre program was combined with the painting classes offered in Banff by the Art Department of the Provincial Institute of Technology and Art to form the Banff School of Fine Arts. The School was administered jointly by the two institutions until 1941, when the University assumed sole responsibility for its operation. Under the supervision of Donald Cameron, the Director of the School from 1936 to 1969, the Banff School of Fine Arts grew into an internationally renowned institution. Its establishment has been called the "most significant innovation" in Alberta higher education during this period.[5]

Technical Education Between the Wars

The early development of technical education in Alberta was strongly influenced by the needs of veterans returning from the "Great War". The federal program of vocational rehabilitation for veterans had been an important factor in the establishment of the Provincial Institute of Technology and Art, and soon came to dominate its operation . From 1918 until 1920, the Institute was administered and financed by the federal Department of Soldiers' Civil Re-establishment. Day-time courses were open only to returned soldiers, and even night classes for civilians were sharply curtailed. Following its return to provincial control and civilian use in 1920, the Institute began the expansion which lasted throughout the decade. In 1922, the Provincial Institute of Technology and Art moved out of its rented quarters into the first building on its present campus, which it shared with the Calgary Normal School. Full-time enrollment increased by over 400 per cent between 1921 and 1929, and a number of general education courses were initiated to supplement the vocationally-oriented curriculum. An Art Department, the precursor of the Alberta College of Art, was established in 1926.

The rapid growth of the Provincial Institute of Technology and Art during the 1920's was made possible largely by the federal funds made available under The Technical Education Act of 1919. This Act assigned $10 million for the development of technical education, to be allotted to the provinces in proportion to population, providing that the provincial government matched these grants. A large part of Alberta's share was invested in the Technical Institute. However, this Act also placed limitations on the type of programs to be offered. To remain eligible for federal support, the Institute had to abandon its plans to offer junior engineering programs in favor of a trade-school orientation. This restriction was particularly galling to those Calgarians who continued during the 1920's to press for university-level arts and technology programs at the Institute without success. The emphasis in federal legislation on lower-level trades programs, which was shared by the UFA government of Alberta, set the pattern of the Institute's development for the next twenty years.

The progress of the Institute of Technology and Art during the 1920's was halted, and even reversed, in the 1930's. Widespread unemployment during the Depression reduced demand for vocational training. Consequently total enrollment at the Institute dropped from over 2,000 in 1929 to 690 in 1936, and did not regain its 1929 level until 1950. The Technical Education Act had also expired in 1929, and federal funds were cut off at a time when the provincial government was in very poor financial straits.[6] Discontinuation of a number of programs and gradual deterioration of the Institute's physical plant resulted from the concurrent shortage of students and funds.

Toward the end of the 1930's, new federal programs aimed at reducing unemployment and providing vocational training to young adults, and a provincial grant for capital expenditure, began to revitalize the Institute of Technology and Art. The Unemployment and Agricultural Assistance Act (1937) and The Youth Training Act (1939) provided federal funds, on a cost-sharing basis, for various occupational training programs, some of which were offered at the Institute. Unfortunately, however, it took another World War to lift technical education, and the economy of the province in general, out of the doldrums of the Depression.

The Failure of Further Decentralization

Aside from technical education, the major focuses of government educational initiatives during the twenties and thirties were in the fields of agricultural education and teacher training. Encouraged by the success of the first three Schools of Agriculture and by the availability of federal funds under The Agricultural Instruction Act (1913), the Department of Agriculture founded three more schools, in 1920, at Gleichen, Raymond, and Youngstown. Also in 1920, the Department of Education established its third Normal School in Edmonton. However, due to a combination of unforeseen economic reverses and poor planning, all of these new institutions had troubled and fairly short histories. The province had overextended itself in both these areas of higher education.

Agricultural education was particularly hard-hit by agricultural and other disasters during this period. During the influenza epidemic of 1918 all three schools were converted to emergency hospitals, and a drought and the resulting agricultural depression in the early twenties forced the closure of the new Gleichen and Youngstown schools in 1922, and of the Vermilion and Raymond schools in 1923. The first two schools were closed permanently, but Vermilion resumed operations in 1924 and Raymond reopened in 1926. However, the viability of the Raymond and Claresholm schools was increasingly called into question, and a proposal for their replacement by a single school in Lethbridge, to be operated in conjunction with the federal experimental farm there, was discussed in the early 1930's. This proposed consolidation never took place, and the renewed agricultural depression of the early 1930's resulted in the permanent closure of both these schools in 1931, as well as the temporary suspension of classes at Vermilion in 1933-34.[7]

Economic circumstances clearly played a large role in the decline from six agricultural schools to two in little over a decade. However, poor planning on the part of the government also contributed to this centralization of agricultural education. The Board of Agricultural Education was disbanded by the newly-elected UFA government in 1921. The elimination of this nascent coordinating body may have contributed to the problems of agricultural education over the next fifteen years. The government also played a more direct role in the demise of the Raymond and Claresholm schools. The construction of dormitories at the Olds and Vermilion schools only made these others even less attractive to students, which effectively ensured their demise.[8] The failure to implement the proposed consolidation of these schools at Lethbridge eliminated agricultural education from southern Alberta. Thus, despite attempts to decentralize agricultural training into six regions, by 1931 only two schools remained open, and this sector was more centralized than it had been before 1920.

Teacher training also had a troubled history during the 1920's and 1930's. The Edmonton Normal School, which opened in 1920, was closed, as a government economy measure, from 1923 to 1928 and from 1933 to 1935. In 1938, low enrollment led to the permanent closure of the Camrose Normal School. Teacher training was thereby centralized into the province's two main centres of population.

The Edmonton Normal School, 1931.
Provincial Archives of Alberta

The mid-twenties and most of the thirties were difficult times for Alberta's economy, particularly the agricultural sector, which was plagued by a succession of droughts. Although the government intended to decentralize agricultural education and teacher training, economic circumstances forced it to close several institutions and to consolidate these sectors of higher education. The University of Alberta and the Provincial Institute of Technology and Art were too complex to be operated on such an erratic basis, but the programs at the agricultural and normal schools, in which less capital was invested and enrollments were lower, and which served a more limited clientele, could more practically be suspended during times of financial hardship. In short, the government had simply decentralized and extended these programs somewhat beyond their ability to be supported by either popular demand or limited provincial finances.

College Affiliation

The private college sector also continued to expand during the 1920's. In 1921, Concordia College was founded in Edmonton under the auspices of the Lutheran Church, and in 1926, St. Joseph's University Catholic College was established in affiliation with The University of Alberta. Aside from the creation of these colleges, the most significant activity in the college sector during this period was the codification of government and university policies toward college affiliation. The affiliation provisions in the University Acts of 1906 and 1910 had not been applied to any great extent for nearly twenty years. Prior to 1930, the only affiliated colleges were Alberta College South and Robertson College, and their successor St. Stephen's College, a theological college of the United Church of Canada,* and St. Joseph's University Catholic College, all located on the University campus. In 1930, an application by Mount Royal College to offer a wide range of arts and science courses in Calgary in affiliation with the University convinced the University authorities of the need for more explicit definition of affiliation terms. As a result, the Senate formulated a set of regulations to govern the affiliation of colleges, and created a Committee on Junior Colleges to administer these regulations. They required an affiliated college to meet University standards for staff, library and laboratory facilities, and to use the University's examinations in its transfer programs.** In 1931, Mount Royal gained affiliation on the basis of these regulations, becoming the first junior college in Alberta.[9] This affiliation, however, entailed a certain degree of control over college affairs by The University of Alberta.

The University's influence in the college sector was strengthened further by The School Act of 1931. The Act provided for the establishment of public junior colleges by interested school boards, but the consent of the University's Board of Governors to the establishment and affiliation of the college was required. Although only one college was created under this act, provisions for university control over the establishment of public colleges were reiterated in subsequent college legislation. This policy was to have the effect of creating a clear status heirarchy of institutions, colleges having often been viewed as junior partners of the university, rather than as institutions with a unique and equally valuable function. Although this situation produced few conflicts during this period, the expanding role of the colleges in non-university education during the 1960's brought the status issue to the fore. The college system has been struggling for recognition as a distinct and equal component of the post-secondary system ever since.

The combined effect of the School Act and the University's affiliation regulations was to confirm the policy, implied in The University Act, that responsibility for the coordination of junior colleges was to be delegated to the University. The main function of a junior college was defined by The School Act as offering the first two years of a university arts program, and it seemed reasonable, in the interest of maintaining uniform academic standards, to allow the University to supervise this program. During the 1960's, when the new public colleges began to outgrow this limited role, the government established its own mechanisms for coordinating the development of the college system.

The interwar years were a period of mixed progress and retrenchment in higher education in Alberta. On one hand, the range and variety of programs available, particularly at the University and the Institute of Technology and Art, had expanded significantly, and overall enrollment had increased in spite of the Depression. Some university courses were offered in Calgary through Mount Royal College, and two new colleges, St. Joseph's and Concordia, were in operation. The Banff School of Fine Arts, although still in its infancy, showed tremendous promise, and the Research Council of Alberta was expanding its applied research program. On the other hand, several agricultural and normal schools had to be closed temporarily or permanently, and these sectors were

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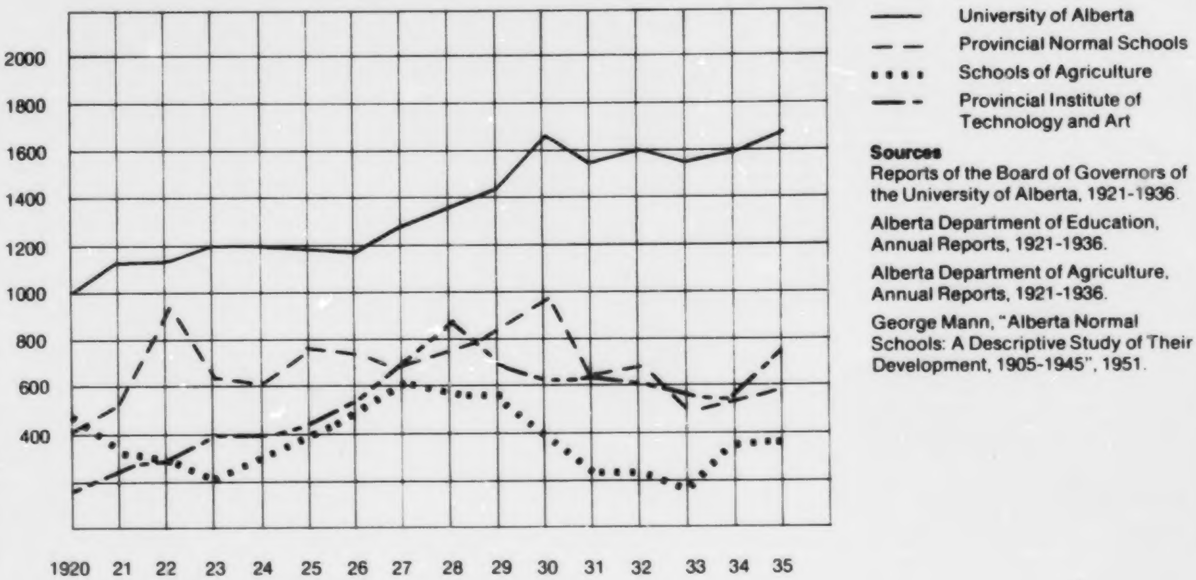
* St. Stephen's College was created in 1926 by the union of Alberta College South (Methodist) and Robertson College (Presbyterian), which followed the establishment of the United Church of Canada.

** The University's Committee on Small Hospitals (later the Committee on Nursing Education) exercised similar influence over hospital schools of nursing after 1923.

Figure 2

Full-time Enrollment at Alberta Public Post-Secondary Institutions 1920-1935



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more centralized in spite of efforts to decentralize them. Both the University and the Technical Institute were in need of better capital facilities; indeed, all institutions had suffered from financial constraints during the 1930's. However, notwithstanding all these changes, the general format of Alberta higher education remained essentially the same in 1939 as it had been in 1917: a centralized university and a centralized technical school, and several agricultural schools, normal schools, and private colleges. Government education policies were also basically unchanged, although policy towards colleges had been more explicitly defined. Authority for higher education remained divided, resulting in a lack of coordination and planning which occasionally led to costly overextension.

The limited development of higher education during this period can be attributed both to the level of demand and the finances available for its support. Demand for higher educational services in Alberta, as illustrated by enrollments, had risen significantly since 1916, as had the province's population. However, the level and type of services demanded, at least by those groups able to make their wants known, had not required major modification or expansion of the existing "system". At the same time, the provincial government probably could not have financed a greatly expanded and decentralized higher education network. Indeed, it was fortunate for the province's future that the UFA and Social Credit governments of the period continued to support higher education to the extent that they did, despite criticisms that both the University and the Institute of Technology were too expensive in relation to the benefits they provided.[10] The existence of a core of well-established institutions around which a larger system could be built proved of great benefit to the province after the Second World War, when higher demands for all types of education necessitated rapid expansion of the post-secondary system, while the oil boom gave the province the resources to afford it.

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2. Campbell, *op. cit.*, p. 141.
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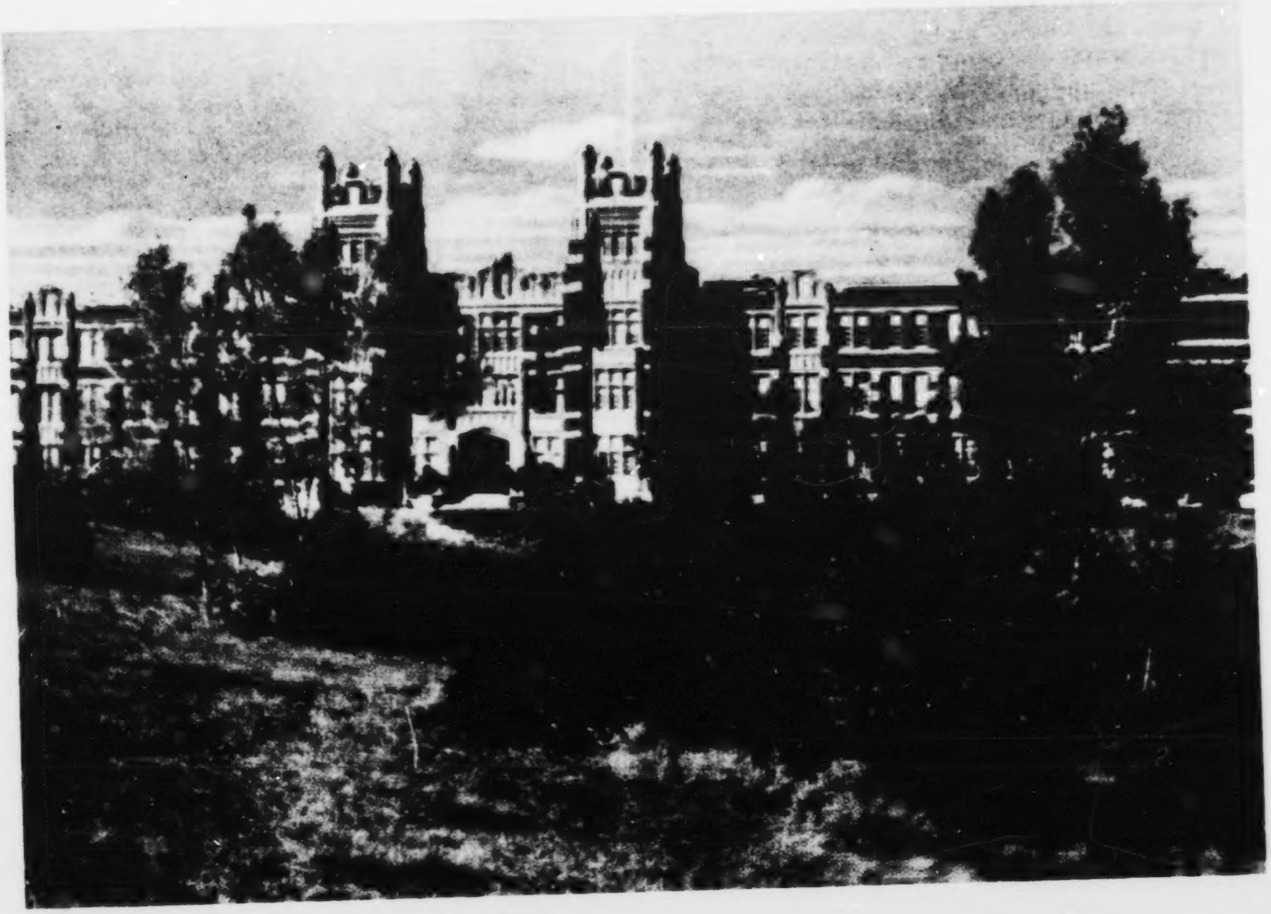
10. See *Alberta Scrapbook Hansard*, Fifth Legislature, 3rd Session, 1923; 5th Session, 1925 (Edmonton Bulletin, 3 April, 1925); Sixth Legislature, 2nd Session, 1928 (Calgary Albertan, 29 February, 1928) (Edmonton Bulletin, 28 February, 1928).



Main Building of the Provincial Institute of Technology and Art, Calgary, 1946.
Southern Alberta Institute of Technology

3. The Beginnings of Change 1940-1956

The Second World War and events of the post-war period provided the impetus for important changes in many areas of post-secondary education in Alberta. The second "Great War" had a similar effect on Canada as the first had had on the United States; it speeded its transformation into an urban industrial society. Alberta participated fully in this process. The construction of the Alaska highway and the development of Edmonton as a major air base during the war were among the factors which stimulated wartime industrial expansion in Alberta, whose population was about 44 percent urbanized by 1946. The oil boom which began in 1947 with the discovery of the Leduc field contributed to further industrialization and urbanization in Alberta. These economic and social developments necessitated changes in the province's educational system. Industrial requirements for skilled manpower, and the growth, urbanization, and increasing prosperity of Alberta's population led to a rapid rise in demand for all types of higher educational services. At the same time, provincial resource revenues and a broader tax base, combined with increased federal involvement in financing higher education, made significant expansion of the educational system economically feasible. The result was a major transformation of post-secondary education in Alberta.

The war years and the first post-war decade witnessed the beginning of this phenomenon in all sectors of Alberta's higher education. Federal-provincial agreements regarding technical and vocational education, originally directed at training military personnel, veterans, and skilled workers for war industries, resulted in the initiation of formal apprenticeship training programs, the establishment of a number of vocational training centres, and expansion of the facilities and programs of the Institute of Technology and Art. In response to the growing demand for university education, the provincial government rescinded its policy emphasis on a centralized university and allowed The University of Alberta to establish a branch of its Faculty of Education in Calgary in 1945. Further decentralization of university programs to Calgary continued over the next decade. Agricultural education was also decentralized further by the creation of a third school at Fairview in 1951. While no new colleges were founded during this period, the trend toward decentralization of university and other post-secondary programs also manifested itself in the movement to establish a public junior college in Lethbridge.

In addition to these institutional developments, several other programs aimed at equalizing access to higher education originated during this period. The Dominion-Provincial Student Aid Program, through which loans to university students and student nurses were provided, went into operation for the 1939-40 academic year, and Alberta established its own Student Assistance Program in 1953.* The following year, the Department of Education began to provide grants to school boards to promote continuing adult education, the genesis of the province's further education system.

In comparison with the limited growth and periodic retrenchment in higher education during the Depression, these were all very significant developments. It should be noted, however, that they occurred primarily within the existing framework of post-secondary education in the province. Their greatest importance lies in having paved the way for the fundamental changes which took place during the 1960's and 1970's.

Technical Education and Federal Aid

The manpower requirements of the Second World War prompted the federal government to expand its activities in the field of education and technical training, as it had done during the First World War and the Depression. This time, however, federal involvement in technical education was more immediate and on a much larger scale than before. War Emergency Training was initiated in 1940 as a special schedule of the Youth Training Agreement of 1939. This program provided training in universities, technical schools, and industry to armed forces personnel and defense workers, and was funded almost entirely by the federal government under the authority of the War Measures Act. The War Emergency Training Program operated until 1946, and was reinstituted from 1951 to 1955 in response to the Korean War.[2]

Unlike its earlier vocational training programs for veterans or the unemployed, the federal government's support of technical and vocational education during and after the war was not limited to a single target group or time period. The nation's rapid industrial development led the government to expand its programs to cover a wide range of groups, and federal support of technical education became a permanent feature of provincial education systems. The industrial training and other vocational programs initiated under The Youth Training Act were continued under the Vocational Training Coordination Act of 1942, while others were developed. Implemented by federal-provincial agreements, these programs were financed on a cost-shared basis, with the exception of veterans' training, for which the federal government paid the full cost. One of these new agreements was the Apprenticeship Training Agreement of 1944 which, combined with the necessary provincial apprenticeship legislation, established the Alberta apprenticeship program in essentially its present form. The Vocational Schools Assistance Agreement, signed in 1945, provided federal funds on a cost-shared basis for technical education programs at both the secondary and post-secondary levels.

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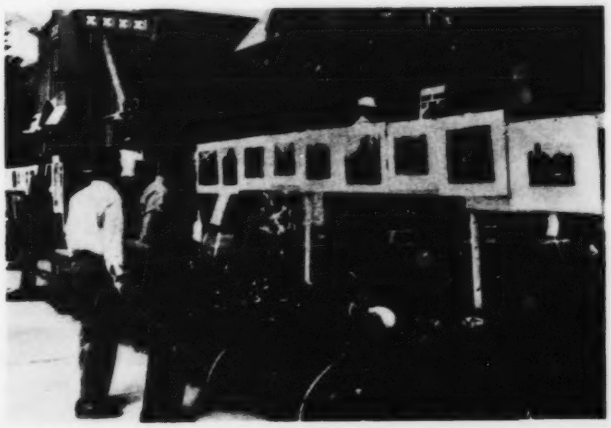
* From 1920 until 1932, the provincial government had provided loans to students of the provincial Normal Schools, in order to attract students into the teaching profession. This limited program of student assistance was discontinued during the Depression when many Normal School graduates were unable to find teaching positions.[1]

The various agreements signed under the Act of 1942 were consolidated under the Vocational Training Agreement of 1948, which provided for the federal government to share the costs of provincial training programs for veterans (100 per cent), unemployed persons, youth, apprentices, and industrial supervisors (50 per cent). Schedules covering armed forces personnel (100 per cent), workers in defense industries (75 per cent), and disabled persons (50 per cent) were subsequently added to this agreement. These programs were extended with some modifications up to 1960, when they were superseded by the provisions of the "vitally important" Technical and Vocational Training Assistance Act.[3]



Painting Exhibit at the Banff School of Fine Arts, 1952.
University of Alberta Archives

These federal initiatives in financing technical and vocational programs resulted in considerable growth in this sector of Alberta post-secondary education during and after the war. The Provincial Institute of Technology and Art had relinquished its buildings to the Royal Canadian Air Force for use as a "wireless training school" and moved into temporary quarters for the duration of the war. Nevertheless, it operated at peak capacity, with classes often scheduled on a round-the-clock basis, during the war years. Regular civilian enrollment decreased during the war, but War Emergency courses, and later, veterans' rehabilitation programs, kept overall enrollment high. Following the war, the Institute experienced a period of rapid growth in enrollment, facilities, and courses. The most significant increase in enrollment was in the area of apprenticeship training, which was initiated at the Institute in 1948. Enrollment in apprenticeship courses increased from an initial 42 to 1,710 in 1956 (nearly 4,000 per cent), while day-time enrollment in the Institute's other courses grew by only about 27 per cent during the same period. This explosive growth in trades training was a subject of some concern to the Institute, however, since it was also involved in expanding its programming to place greater emphasis on the engineering technologies which were in ever greater demand in the province. In spite of some misgivings about maintaining this trades orientation, the Institute was able to pursue its goals in the technical and junior engineering fields while continuing to expand its apprenticeship programs.

The physical plant of the Institute was also modernized and expanded during the post-war decade. With the support of federal and provincial grants provided under the Vocational Schools Assistance Agreement, the Institute was able to replace and upgrade shop equipment which had become obsolete during the war and the Depression, and several new buildings were constructed.[4] Despite all this expansion, however, the Institute was increasingly unable to satisfy fully the rising demand for technically-trained workers in the post-1947 industrial era in Alberta.

In addition to contributing to the growth of the Provincial Institute of Technology, the federal government was also directly involved in the establishment of vocational training centres for veterans' rehabilitation in Edmonton, Calgary, Lethbridge, Red Deer, and Medicine Hat, which operated under the rubric of Canadian Vocational Training. Between 1944 and 1948, these establishments had full responsibility for apprenticeship training. The facilities in the smaller centres were gradually closed down as the peak of veteran retraining passed, but the Edmonton and Calgary centres continued to offer some apprenticeship programs and other vocational courses. These training facilites were the predecessors of the Alberta Vocational Centres in Edmonton and Calgary.

During the 1940's and 1950's, Canada became an industrial nation. In Alberta, industrial development was paricularly rapid following major oil discoveries at the Leduc, Redwater, Pembina, and other fields in the late forties and early fifties, which triggered the province's great resource boom. During this period, the federal government played an important role in responding to swiftly rising demands for technically trained workers by initiating financial programs to aid the provinces in expanding their technical education systems. While these federal programs, which were funded jointly and implemented by the provincial government, did result in considerable expansion of technical education in Alberta in the decade following the war, it was obvious that still more would have to be done in this field before the province's technical education facilities could meet the manpower requirements of the petroleum and other industries. In the 1960's, federal and provincial programs combined to initiate the necessary expansion, diversification, and decentralization of technical education in Alberta.

A Multi-Campus University

The economic and social changes which accompanied and followed the Second World War resulted in important changes in the operation of The University of Alberta, and in government policy toward university education. Some of these changes, such as the provision of special courses to armed forces personnel, accelerated programs in medicine, dentistry, and education to meet wartime shortages in these professions, and the University's concentration on war-related research, were temporary measures by which the University contributed to Canada's war effort.[5] On the other hand, the University's assumption of full responsibility for the training of teachers, the establishment of a Calgary branch of the University, and the reorganization of university governance, all of which resulted at least in part from the pressures of the war, were permanent changes which strongly influenced the post-war evolution of university education in the province.

The most noticeable effects of the war on the University were a significant decrease in full-time enrollment, from nearly 2,000 in 1939 to just over 1,600 in 1944, and the initiation of special or accelerated courses to meet wartime needs for trained personnel. The industrial and research requirements of the war also led to a shift in enrollment patterns away from the traditional humanities toward scientific and professional programs such as engineering and medicine. This pattern continued in the immediate post-war period, as returning veterans flocked into professional programs and as the oil boom created a great demand for engineers, geologists, and other scientific personnel.[6] The influx of both veterans and civilian students in the post-war period drove full-time enrollment from 1,613 in 1944-45 to 4,280 in 1957-58, and necessitated construction of a number of new buildings on the campus in the 1940's and 1950's.

One of the most significant wartime developments at the University occurred in the field of teacher training. The professional status of teachers had been declining since the Depression, and the wartime teacher shortage put additional pressure on the government to revise its policy on the education of teachers. In response to the obvious need to raise the status of teaching to that of a true profession, the provincial government in 1945 transferred full responsibility for teacher education to the University's Faculty of Education. The Edmonton and Calgary Normal Schools, which had concentrated on the training of elementary teachers since 1928, were incorporated into the University. This event was significant in several respects. It embodied a pioneering decision regarding the professionalization of teachers, not only in Alberta but in all of Canada, since Alberta was the first province to assign full authority for the preparation of teachers to its university.[7] In addition, it represented an early step toward decentralization of administrative authority for higher education, which was to become an important trend of the 1960's and 1970's. The government withdrew from the direct provision of a vital post-secondary educational service, but retained a degree of coordinative authority over the program through the newly-established Board of Teacher Education and Certification. This model of administrative decentralization coupled with government coordination was to become the basis for governing Alberta's advanced education system in the following decades.

A third, highly significant outcome of this transfer of teacher education was the establishment of a branch of The University of Alberta in Calgary. Although it consisted only of a branch of the Faculty of Education for some time, its existence led to a renewed campaign by Calgary Members of the Legislature, educators, and the press for the establishment of a full-fledged university in Calgary. As the increasing demand for university education in the post-war years made it more and more obvious that a centralized university was no longer in the interests of the province, the government committed itself to supporting the development of a university campus in Calgary.[8] A branch of the Arts and Science faculty opened in 1951, and a physical education program was initiated in 1956. The provision of university education was being decentralized in response to changing conditions, but a unified administrative structure for the university was retained, in the hope of avoiding inter-institutional competition.

The administrative structure of the University had been subjected to a general review and revision during the war. In 1941, the government established a Survey Committee to examine the organization and operations of the University and its relationship to the public. Aside from recommendations regarding such subjects as granting faculty status to the College of Education, this committee's most important legacy was The University Act of 1942, which revamped the University's governing structure for the first time since 1910, in itself a symbol of changing times. The Act vested complete authority over the University's affairs in the Board of Governors, and *de facto* control of academic matters in a new body, the General Faculties Council. The Senate's role became primarily one of liaison between the University and the public. This act provided the basis of university governance until 1966, when the administrative unity of the provincial university ended with the creation of an autonomous University of Calgary, and the government assumed a greater role in coordinating the university system.

The pressures of greatly increased demand for university education following the war had led the government to alter several aspects of its policy toward the University. It relinquished its direct control of teacher education to the University in favor of a coordinative role, and began the decentralization of university opportunities which would continue over the next thirty years. The traditional functions and structure of university education in the province were being altered in many ways in response to rapidly changing social and economic conditions. These developments paved the way for the major changes which transformed the university system in the following years.

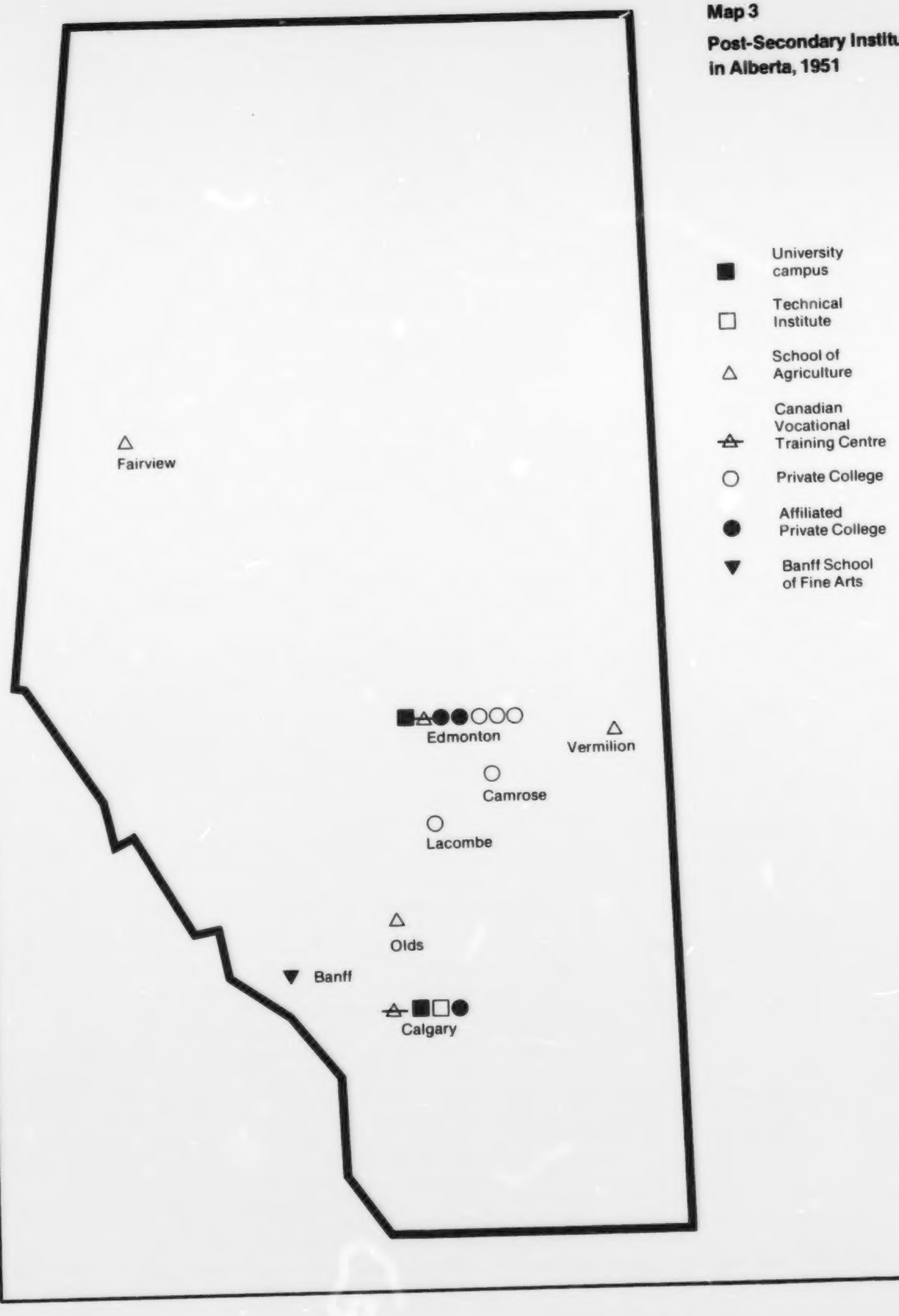
Crisis in Agricultural Education

Agricultural education, which had suffered periodic setbacks during the twenties and thirties, was restricted further during World War II. The Vermilion School of Agriculture was taken over by the Department of National Defense from 1941 to 1945, which left only the Olds School in operation. Enrollment at the Schools declined from 365 in 1938 to a low of 166 in 1942. Toward the end of the war, however, the government began to show renewed interest in agricultural education. In 1944, the Board of Agricultural Education, moribund since 1921, was revived on an interim basis, and in 1945, the Vermilion School reopened. An Amendment to the Agricultural Schools Act in 1945 established a permanent Board of Agricultural Education, chaired by the Minister of Agriculture, to supervise and coordinate agricultural education in the province. In the late 1940's, the government also gave thought to further decentralization of agricultural education. Lethbridge and Fairview were considered as possible sites for a third school and, in 1951, the government decided in favor of the Peace River region, and established a school at Fairview.[9]

Despite the renewed activity in this sector, however, the viability of the schools of agriculture was called increasingly into question in the 1950's. Total enrollment at the three schools declined from close to 400 in 1953 to little over 200 in 1957, largely a result of changing conditions of rural life. Better opportunities for other types of education and employment, higher costs of establishing a farming business, and the general trend toward urbanization were leading rural youth

Map 3

Post-Secondary Institutions in Alberta, 1951


■ University campus
□ Technical Institute
△ School of Agriculture
Canadian Vocational Training Centre
○ Private College
● Affiliated Private College
▼ Banff School of Fine Arts
Fairview
Edmonton
Vermilion
Camrose
Lacombe
Olds
Banff
Calgary

away from the agricultural schools. In addition, the programs and facilities of the schools had become outdated. A consequence of these low enrollments was that the per-student costs of the schools were unreasonably high, even higher than at the University, which gave rise to serious proposals for closing the schools or converting them to other uses. No such action was undertaken, but the operation of the schools was being seriously reviewed and reassessed during the 1950's.[10]

In agricultural education, as in other sectors of Alberta's higher education system, the post-war years were a time of pressure on institutions to reform and revitalize their administration and operations, which, in the case of the agricultural schools, had remained basically unchanged for over forty years. The crisis in agricultural education was particularly acute, since it involved the threat of closing some or all of the agricultural schools. While major reform in this sector was delayed until the 1960's, following publication of the Report of the Cameron Commission on Education in Alberta, the need for changes in agricultural education had become quite clear by the mid-fifties.

Junior Colleges: The 'Lethbridge Movement'

In comparison with the highly visible changes in university and technical education during and shortly after the war, relatively few important changes occurred in the college sector during this period. The most significant exception was Mount Royal College, which initiated a university-level engineering program in 1946 and a business administration program in 1956. Mount Royal's enrollment also increased rapidly, as it admitted its share of returning veterans. The other private colleges in the province continued to concentrate primarily on theological training and secondary education.

By the early 1950's, however, industrial development and expanding populations in urban centres outside Edmonton and Calgary, and the corresponding increase in demand for post-secondary education, had stimulated interest in several communities in establishing public junior colleges. Lethbridge was the first city to take action in this direction. In 1949, the Lethbridge School Board had begun to investigate the feasibility of establishing a junior college in Lethbridge, and in 1950, it commissioned Dr. S. V. Martorana to make a survey of post-secondary educational requirements in the community. Martorana's Report, submitted in 1951, recommended the initiation of a thirteenth-year program in the Lethbridge Public School system, which would include courses transferable to the University, occupational and general cultural courses, and adult education courses. It was anticipated that this program would develop into "a community college for the city and area of Lethbridge".[11] A committee composed of representatives of school boards and education committees of Lethbridge and neighbouring rural districts pursued this matter further, in cooperation with The University of Alberta and the Department of Education. In the process of discussion, Martorana's main proposal, a thirteenth year in the school program, was dropped in favor of the immediate creation of a community college. In 1955, having been assured of a broad base of local support for a college, the Board of the Lethbridge School District applied to the University's Board of Governors and to the Minister of Education for the establishment of a public college, whose purpose would be to provide both university transfer and other general and vocational programs.[12]

The initial function of the proposed college was a matter of some debate. While it was generally agreed that the college would eventually offer both university and non-university courses, many of its supporters believed that the college's first priority should be the development of a viable university transfer program. This view was shared by the University, as represented by the Dean of Arts and Science (and future President) Dr. Walter H. Johns, who was an important supporter and philosopher of the college movement.[13] However, at a meeting of representatives of the University, the government, and the local school district in 1956, the Minister of Education, Anders Aalborg, stated the government's position – that government financial support would be available to the college only if it offered "non-University courses of a vocational nature" in addition to university courses.[14] As might be expected, considering the problems of educational financing, this implicit policy statement was decisive, and it was on this basis that the college was established.

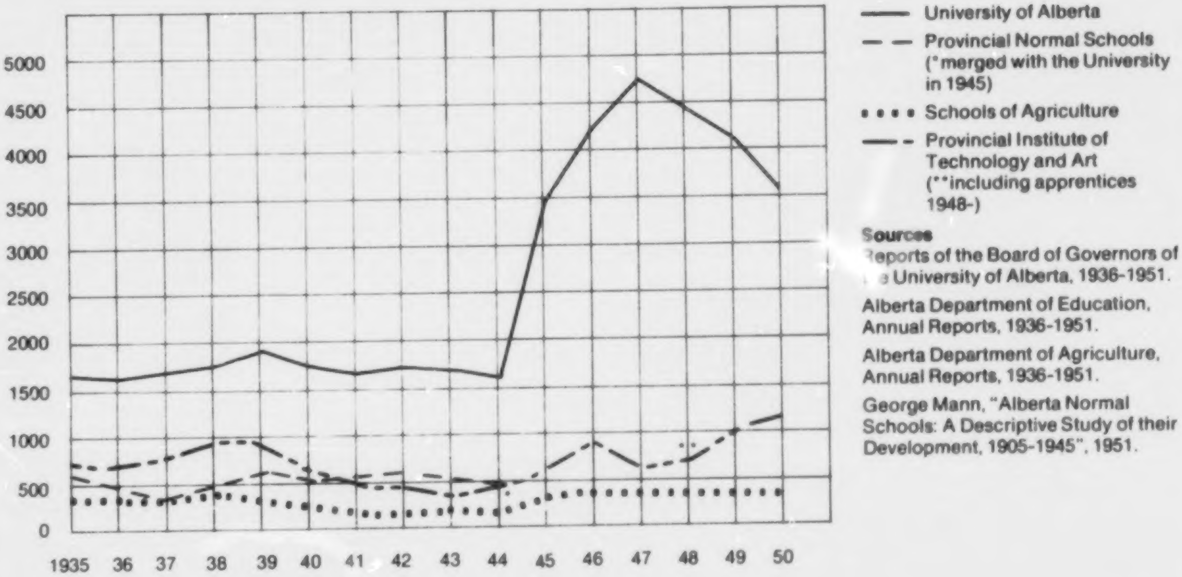
The actual establishment of Lethbridge Junior College begins the next period, which is characterized in part by the establishment of a number of public junior colleges and by study and discussion of the role of the college system. This division is an artificial one. However, the important developments which led up to the college's establishment can be considered as part of the transition period which paved the way for the rapid growth of a college system in the decade after 1957. After over twenty years in which only one junior college operated in the province, the changing circumstances of the post-war era resulted in planning for the establishment of junior colleges in Lethbridge and Camrose, since Camrose Lutheran College was also examining the possibility of seeking university affiliation in the early fifties. The industrial and demographic growth of the province had made decentralization of university and other programs to local colleges a practical and desirable option.

These developments also resulted in a significant change in government policy regarding colleges. In keeping with the spirit of the Lethbridge School Board's application, which included both university and non-university courses in the role of its proposed college, the government broadened its policy regarding the function of public colleges from that contained in The School Act. While legislative definition of this policy did not occur until 1958, the provision for a more comprehensive range of programs was made an explicit condition of government grants to public colleges in 1956. This emphasis on a broader role than university transfer for the college system, although muddled by conflicting policies in the early 1960's, continued throughout the following decades. It is important to note, however, that local initiatives, rather than the influence of government policy, played the major role in the establishment of Alberta's first public junior college.

In summary, during the Second World War and the following decade, Alberta experienced a major economic, social, and demographic transformation – from a rural agricultural community to a modern, urbanized, industrial society. These developments were reflected in the educational system, in which both institutions and government policies toward higher education changed significantly. The most immediate and apparent changes occured in the areas of university and technical education. A second university campus and several new vocational training facilities were

Figure 3

Full-time Enrollment at Alberta Public Post-Secondary Institutions 1935-1950



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George Mann, "Alberta Normal Schools: A Descriptive Study of their Development, 1905-1945", 1951.

established, and the programs and services of both sectors were expanded and diversified. Between 1945 and 1948 both the University and the Technical Institute acquired responsibility for programs which were to become their largest; teacher education and apprenticeship training respectively. The expansion of the university sector was influenced primarily by the provincial government, but federal operating grants also contributed to the university's growth after 1951. Conversely, federal initiatives probably played the largest role in the expansion of technical education, but the Technical Institute and vocational training centres were operated directly by the province.

The agricultural schools and affiliated colleges experienced fewer outward changes during this period, but pressures for change were evident in these sectors as well. Agricultural education was extended into the Peace River region, but, despite this expansion, the viability of the schools of agriculture was seriously being questioned during the 1950's, and it was obvious that major reforms were necessary if these institutions were to survive. While demand for the services of the agricultural schools was falling off, demand for the decentralized university-transfer and other services of junior colleges was rising, and a successful campaign for the creation of the province's first public junior college was mounted in Lethbridge.

All of these developments represent a transition from Alberta's old "system" of higher education to an essentially new and different system which emerged in the following decade.

The developments of the 1940's and early 1950's also resulted in important changes in the government's basic policies toward higher education. A new emphasis on decentralization of higher educational services, as manifested in the establishment of the Calgary campus of the University, the Fairview School of Agriculture, vocational training facilities in a number of cities, and the imminent establishment of a college in Lethbridge, replaced the government's earlier centralist policies toward university and vocational education. The government also began actively to encourage diversification and expansion of technical, vocational, and other non-university programs in response to the steadily increasing demand for semi-professional and technical manpower in the province's industries. The Apprenticeship Agreement of 1944, the initiation of grants to school boards for adult continuing education in 1954, and the 1956 policy statement regarding non-university programs at Lethbridge Junior college are all indicative of the high priority placed on the development of a more comprehensive range of educational services in the province.

A third development of major significance for the future was the inauguration of a student assistance program. While both the Dominion-Provincial Student Aid Program, which commenced in 1939 under The Youth Training Act, and the provincial Student Assistance Act of 1953 made financial aid available only to university and nursing students, they represented the beginning of what was to become an explicit policy of equalizing access to post-secondary education through student assistance.

These three new trends – decentralizing educational services, broadening the range of programs provided by the system, and easing access to educational opportunity – became prominent characteristics of Alberta's post-secondary educational system as it developed in the 1960's and 1970's. The social and economic developments which influenced these new policy directions during the forties and early fifties thus set the pattern for the transformation of higher education in Alberta during the following decades.

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Provincial Archives of Alberta

4. Higher Education Transformed 1957-1966

The trends of change in higher education which had begun during the war escalated throughout the 1950's. In the ten years following the establishment of Lethbridge Junior College in 1957, a major transformation of Alberta's higher education system took place. The most visible components of this transformation were the establishment of a large number of new institutions and the rapid growth and expansion of older ones. Alberta's public college system came into existence with the creation of new public junior colleges in Lethbridge, Red Deer, Medicine Hat, and Grande Prairie, and the conversion of Mount Royal College in Calgary from private to public status. A second Institute of Technology was founded in Edmonton, and a network of Alberta Vocational Centres and special training centres for oilwell drillers and foresters were established. The university campus in Calgary was raised to the status of an independent University, and the schools of agriculture were upgraded and modernized, and renamed Agricultural and Vocational Colleges. In addition, enrollments in almost all sectors of post-secondary education rose dramatically, and programs intended to equalize access to higher education were initiated and expanded.

A less striking but almost equally significant feature of this period was the emphasis placed on the review and revision of educational policies and legislation. The government, the University, and other educational authorities initiated and participated in a considerable number of commissions, study committees and conferences, all of which sought to determine suitable goals, functions, and modes of governing and financing various sectors of post-secondary education. While junior colleges and universities were the main focuses of attention, agricultural and vocational education were also important subjects of discussion. In the latter field, as always, the federal government played a significant role. These studies, and the educational legislation of the early 1960's, provided the background for the very important policy changes which were initiated between 1966 and 1969, the most important feature of which was the government's long overdue assumption of a more active role in coordinating the operation of the greatly expanded and diversified system which had developed since 1957.

A number of regional and global developments precipitated this transformation of Alberta higher education. Alberta's continuing industrial and resource boom, and the resulting influx of population, generated more and more demand for post-secondary education. Enrollment pressure increased even more by the mid-sixties, as the "baby-boom" generation matured. In addition, the proportion of young people participating in higher education had increased dramatically, from 5.7 percent in 1952 to 16.7 percent in 1965.[1] Alberta was also affected by the surge of interest and concern for higher education which swept the western world in the wake of the Soviet launching of their first Sputniks in 1957. In addition to this concern with technological development, greater recognition was being given to higher education as a major contributor to national prosperity and economic growth. In 1965, for example, the Economic Council of Canada posited a direct relationship between higher levels of education and rising standards of living and production.[2] In consequence of this new attitude, governments and the public in general became even more willing to support rapid development and expansion of institutions of higher education. It was in this atmosphere that an essentially new advanced education system emerged in Alberta.

The Public Junior Colleges

One of the most important developments of the period was the emergence of an entirely new sector of post-secondary education, the public junior colleges. Closely related to the establishment of four new colleges and the conversion of a fifth from private status was the series of legislative acts, commissions, committees and conferences which addressed themselves to defining the function, the form of governing, and the method of financing these public colleges. The important policies toward the college system which were formulated in the late 1960's drew heavily on the results of this lengthy period of debate on these issues. These studies thus contributed nearly as much as the establishment of the new colleges to the development of a true college system in Alberta.

The Lethbridge Junior College opened in 1957, in temporary quarters in the Lethbridge Collegiate Institute. During its early years, the college's main priority was the development of its university transfer program, which accounted for the vast majority of its enrollment. However, in keeping with its agreement with the provincial government, the College did offer business and vocational courses, but these developed more slowly. Nevertheless, by 1962, when the College moved onto its own campus, these non-university programs were attracting a significant proportion of its students.

This early stress on university programs was the result of several factors, the most important of which were the local demand for these courses and the apparent aspirations of the college board that the college would develop into a small liberal arts university by the late 1960's.[3] However, the influence of affiliation with The University of Alberta cannot be ignored. The authority of the University's Committee on Junior Colleges over affiliated colleges' transfer programs had been strengthened by the new affiliation regulations which were approved in 1957. These regulations required an affiliated college to obtain the Committee's approval of the instructors, curricula, and facilities for its university programs, and to apply the University's admission criteria and use the University's examinations.[4] These new regulations were probably formulated in reaction to the establishment of the Lethbridge Junior College. Such direct and wide-ranging university influence over the operations of the young college, whose finances and capabilities were limited, could not help but strengthen its early orientation in favour of university programs. However, as the College developed, it began to devote more of its efforts to the non-university programs which the government had insisted form part of its mandate.

The establishment of the Lethbridge Junior College necessitated a review of college legislation as well as of the University's regulations. The brief reference to colleges in The School Act no longer reflected government policy regarding the role of junior colleges, nor was it detailed enough to provide guidance for the college administration. The result of this review was The Public Junior Colleges Act of 1958. This Act set out the administrative structure of a college in detail and made formal provision for joint local-provincial financing. The approval of the Minister of Education and the University remained necessary conditions for a college's establishment. The major change embodied in this Act concerned the role of a junior college. While The School Acts of 1931 and 1952 had prescribed the first two years of a university arts course as the main role of a junior college, the new Act stated that a junior college should attempt to provide a variety of general and vocational programs, and evening and short courses in addition to a first-year university program. However, the Act also confirmed the University's considerable influence over junior colleges, which tended to tilt the balance of college programming, especially of the colleges founded in the 1960's, heavily in favor of the university transfer function.

The government's policy that junior colleges should function as something more than satellite campuses of the University was stated explicitly by The Public Junior Colleges Act. However, of the five public colleges in operation by 1966, only the Lethbridge Junior College and Mount Royal College offered any non-university courses. The high demand for university education and the greater prestige in which it tended to be viewed, coupled with the influence of university affiliation, led the new colleges in Red Deer, Medicine Hat, and Grande Prairie to concentrate exclusively on university transfer. Throughout this period, the Alberta government encouraged further study and discussion of the role of junior colleges, but did not attempt arbitrarily to enforce compliance with the 1958 Colleges Act. Between 1958 and 1966, a number of committees and conferences addressed themselves, at least in part, to the question of whether a junior college's function should be that of a "service station to the university . . . or . . . more that of a community college."[5]

The first important discussion of the role of the colleges in Alberta was contained in the Report of the Royal Commission on Education in Alberta, published in 1959. The Commission, chaired by Senator Donald Cameron, the Director of the Banff School of Fine Arts, based its proposals regarding college education on three main principles: decentralization and coordination of services and regional administration. It recommended that technical and vocational education be decentralized in regional community colleges, which would operate in conjunction with the public school system. These colleges would be administered by locally-elected boards, on the model of the Lethbridge Junior College. To provide overall coordination for these colleges, and the educational system in general, the Commission urged the government to create a Public Education Council and an Educational Planning Commission, one of whose functions would be to prepare "a master plan of regions" in which community colleges could be established. The Report drew a distinction between junior colleges, which offer courses for university transfer, and community colleges, whose purpose would be to expand the range of non-university programs available throughout the province, and suggested that the province's immediate need was for community colleges to help fill the gap between high school and university education.[6] By citing the Lethbridge Junior College as a prime candidate for development as a community college, the Commission confirmed its position that non-university education should be the main, indeed the sole, mandate of Alberta's public colleges.

No immediate action was taken regarding the Cameron Commission's proposals concerning community colleges. However, further study of post-secondary educational issues, including the role of junior colleges, was undertaken by the Survey Committee on Higher Education in Alberta, a joint committee of university and government officials formed in 1961 to examine issues pertaining to the future development of higher education in the province. The Survey Committee submitted four Interim Reports, in 1961, 1963, 1965 and 1966, in which it discussed the functions and problems of various sectors of Alberta's post-secondary system. In regard to junior colleges, the Survey Committee consistently stressed their role in decentralizing a wide range of educational services. While acknowledging that junior colleges could help to relieve the enrollment pressure on the university by offering first and second year transfer courses, the Committee asserted that the main purpose of colleges was to "make higher education more readily available to the people of Alberta," by expanding and decentralizing educational services aimed at students not bound for university.[7]

Although both the Cameron Commission and the Survey Committee stressed the non-university function of junior colleges, the colleges themselves were taking the opposite road. Camrose Lutheran College gained affiliation as a private junior college in 1959, and public junior colleges were established, as the result of local initiatives similar to those in Lethbridge, in Red Deer in 1964, Medicine Hat in 1965, and Grande Prairie in 1966. All of these colleges offered only university courses during this period. This orientation resulted from several factors: greater local demand for university courses than for other vocational programs; higher prestige attached to university education; and the availability of federal grants for university programs in affiliated colleges.[8] An implicit softening of the provincial government's insistence on comprehensive programming also facilitated this concentration on academic programs.

The University and College Assistance Act of 1964 established a new financing system of per-student grants to the University and to public and private colleges. Public colleges became eligible for a provincial grant of $635 for each university transfer student, while the level of grants for the support of vocational and other non-university courses was not specified. Private colleges were eligible for grants only for university transfer students. The act also provided for capital grants to public colleges for up to 90 per cent of the cost of new buildings. This guarantee of financial support for colleges offering university courses exclusively represented a complete *volte-face* from the position the government had taken towards Lethbridge Junior College, and was not consistent with the spirit of The Public Junior Colleges Act. This reversal of policy was likely the result of the tremendous enrollment pressure on the University during the early 1960's, which the government felt the colleges could help to alleviate. To this end, the government amended The Public Junior Colleges Act in 1964 to allow the colleges to offer second-year university courses. The new financial arrangements also constituted an implicit admission of the colleges' right to set their own program priorities in response to local demand. Nevertheless, the function of junior colleges remained a controversial issue, since many colleges were assuming a narrower role than that outlined in The Public Junior Colleges Act and recommended by several government-commissioned studies.

The dual purpose of junior colleges, to relieve enrollment pressure on the university and to decentralize and expand non-university educational opportunities, was one of the subjects of a Special Study on Junior Colleges which the government commissioned in 1965 in response to a suggestion in the Third Interim Report of the Survey Committee. Dr. Andrew Stewart, a former president of The University of Alberta, was asked to examine the junior college "question," and to advise the government on the specific issues of the role of junior colleges, the proper methods of establishing and financing colleges, and the prospects for college development. Stewart concluded that junior colleges should not restrict their offerings either to university programs, as most Alberta colleges were doing, or to technical and vocational programs, as was the case in the Ontario Colleges of Applied Arts and Technology. Instead, both functions should be integral parts of a college's operation. Stewart proposed that the standard university degree program be lengthened from three to four years, the first two of which could normally be spent at a junior college. The University would thus be free to concentrate on senior and graduate courses, while the university-transfer role of colleges would be greatly expanded. On the other hand, Stewart believed that the primary purpose of the college system should be "to provide a valid alternative to university education" for students who are unwilling or unable to attend university.[9] Colleges should therefore offer a wide variety of non-university programs throughout the province, in order to equalize educational opportunity as much as possible.

To facilitate the development of a decentralized system of comprehensive colleges, Stewart proposed that the province be divided into educational districts, in each of which a District Board for Post-School Education would be established. These boards would be responsible for all non-university advanced education in their regions. A Provincial Board for Post-School Education would coordinate the activities of the District Boards and act as an advisor to the government regarding the province's post-secondary educational requirements. The report implied that the influence of the University over the colleges should be reduced, since the major role of the colleges would be in non-university education. In sum, Stewart called for an organized and systematic approach to the development of non-university post-secondary education, which certainly was lacking in Alberta at the time.[10]

College governance and function were also the main topics of discussion at two important educational conferences held in 1966. In April, the eighth Banff Regional Conference of School Administrators addressed the theme of "The Junior College." In its concluding discussion, the conference expressed support for the concept of comprehensive colleges, which would make a wide range of academic, vocational, and general programs available in their communities. To allow the colleges to fulfill this function, respond to differing educational needs, and pursue innovative and experimental educational projects, it was felt that the colleges should be fully autonomous institutions, able to control their own operations without the direction or control of either the University or the public school system.[11]

The University of Alberta, Edmonton, 1963.
University of Alberta Archives

Stewart's proposals were not dealt with directly at the Banff Conference, but they did provide an important basis for the deliberations of the Conference on Post-Secondary and Continuing Education, held in Edmonton in November 1966. This conference was organized by the newly-appointed Deputy Minister of Education, Dr. T.C. Byrne, who regarded the establishment of "some order [in] the junior college movement" as one of his main objectives.[12] The conference reviewed the Report of the Fact Finding Committee on Post-Secondary and Continuing Education in Alberta, which had been established to provide an assessment of the current state of higher education in the province, and discussed the draft of "An Act Respecting Post-Secondary Education Regions," which Byrne had prepared for the conference's reaction. Based largely on Stewart's proposals, this "non-act" provided for the establishment of regional and provincial boards of post-secondary education which would coordinate the development of a system of comprehensive regional colleges. It also implied an important change of policy toward college coordination, since university approval and affiliation would not be required for the establishment of a new college. The Act favored a comprehensive college curriculum, and proposed to set college entrance requirements somewhat lower than those of the University.[13]

This draft Act had been circulated to participants before the conference, and relative consensus had apparently emerged concerning the concepts of regional administration, comprehensive curricula, and overall coordination by a provincial board. However, this consensus broke down during the conference, particularly on the subject of the role and function of colleges. The Facting Finding Committee's suggestion that the colleges should perform a "salvage function" by giving students without matriculation a second chance at a university education,[14] and the "non-act's" provision for lower college entrance requirements raised serious concerns over the maintenance of standards for university education. Considerable differences of opinion also remained between those who emphasized the university transfer function of colleges, and those who supported the trend toward a broader and more comprehensive range of programs.[15] The only area of agreement concerned the necessity of establishing a different mechanism for coordinating the development of the colleges, since the level of university influence was considered excessive.

Thus, after nearly a decade of study and discussion, the "college question" remained unresolved. The government, and a number of committees of experts, continued to emphasize the concept of comprehensive colleges, but were unable to reach agreement with some of the colleges on this issue. The only subject on which all parties, except perhaps the University, were able to agree was that a method other than University-controlled affiliation was needed to provide coordination of the rapidly expanding college system. However, while the majority of the public colleges were proceeding in a manner at variance with the government's policy emphasis, it should be noted that the government did not attempt unilaterally to direct the development of the college system into the path it would have preferred. Through a series of studies and conferences, it sought to establish some consensus regarding the issues facing the colleges, and only when agreement concerning new mechanisms of governance was reached did the government move towards establishing its own coordinating body for the college system.

Such a coordinating agency was badly needed by 1966. In addition to the four new public colleges founded since 1957, two more private colleges had become affiliated with the University, while another private college had become a public institution. As noted above, Camrose Lutheran College became an affiliated junior college in 1959, and in 1963, Collège Saint-Jean in Edmonton entered into an affiliation agreement with the University to offer a bilingual teacher-training program. In Calgary, several years of planning and negotiations between the public and separate school boards and Mount Royal College culminated with the formation of a joint Board of Governors, including representatives of both School Boards and members of the old college board, and the consequent conversion of Mount Royal into a public junior college.[16] In addition, in 1964 the Edmonton Separate School Board had begun studying the feasibility of establishing a junior college in Edmonton. The college system was growing by leaps and bounds, but, in the absence of adequate government coordination, many of the public colleges were not effectively fulfilling an important part of their legislated mandate – that of bridging the gap between university and secondary education.

While this period may therefore be viewed as one of haphazard growth in the college sector, it was also a highly creative period, during which local iniatives led to the establishment of the colleges which formed the foundation of Alberta's public college system, while the government, the University and the colleges attempted to formulate effective guiding policies for that system. During the next five years, the government's establishment of coordinating bodies for the college sector, and the assumption by the colleges of a broader role in paraprofessional, technical, and vocational education combined to produce a unified, comprehensive college system which continued to grow and expand during the 1970's.

A New University System

Between 1957 and 1966, rapid expansion of university education in Alberta led to the gradual separation of the two campuses of the provincial University. In 1966, the unity of The University of Alberta finally came to an end with the creation of an autonomous University of Calgary. The Universities Act of 1966 also made provision for the establishment of other provincial universities, and created a formal coordination agency, the Alberta Universities Commission, to guide the development of what had become a university system.

An explosive increase in university enrollment during this period contributed greatly to these changes in policy toward the university sector. The "baby boom" generation began to reach university age by the early sixties, and an increasing proportion of these young people were attending university. In consequence, full-time university enrollment tripled between 1957 and 1966, rising from approximately 5,000 to nearly 16,000, while enrollment at the Calgary campus alone increased over ten times, from just over 400 to 4,100 during the same period. At the same time, the range and complexity of programs offered by the University was steadily increasing, as reflected by the creation of a Faculty of Graduate Studies in 1957 and the division of Arts and Science into separate faculties in 1963. The variety of programs available in Calgary also expanded rapidly, to include first year commerce and engineering in 1957, graduate studies and second year arts and science in 1959, a full degree program in arts and science in 1960, and second year commerce in 1961.

New and expanded facilities were required to accommodate these new students and programs. In 1960, The University of Alberta at Calgary moved from its old facilites on the grounds of the Institute of Technology to the first buildings on its present campus. The Edmonton campus also benefited from construction of a large number of new buildings, including a new residence complex, during the early 1960's.

This rapid growth was made possible by increased federal and provincial financial support. Federal grants to universities, which had begun in 1951, increased gradually from fifty cents per capita (based on provincial population) to an average of five dollars per capita by 1966, when a new federal-provincial fiscal agreement replaced direct federal grants to universities with a transfer of federal funds to the provinces for the support of post-secondary education.[17] In 1964, the Alberta government introduced a new funding system for the University with the passage of The University and College Assistance Act. This Act provided for a formula grant of $1,275* for each full-time student, and established a University Capital Development Committee to review the University's capital requirements and make recommmendations to the Board of Governors and to the government, which would provide the appropriate funds. The substantial increases in enrollment which occurred in subsequent years were thus automatically reflected in the University's operating grant, and an orderly system for capital development was established. Formula grants remained the basis of university funding for the next decade, after which a much slower growth

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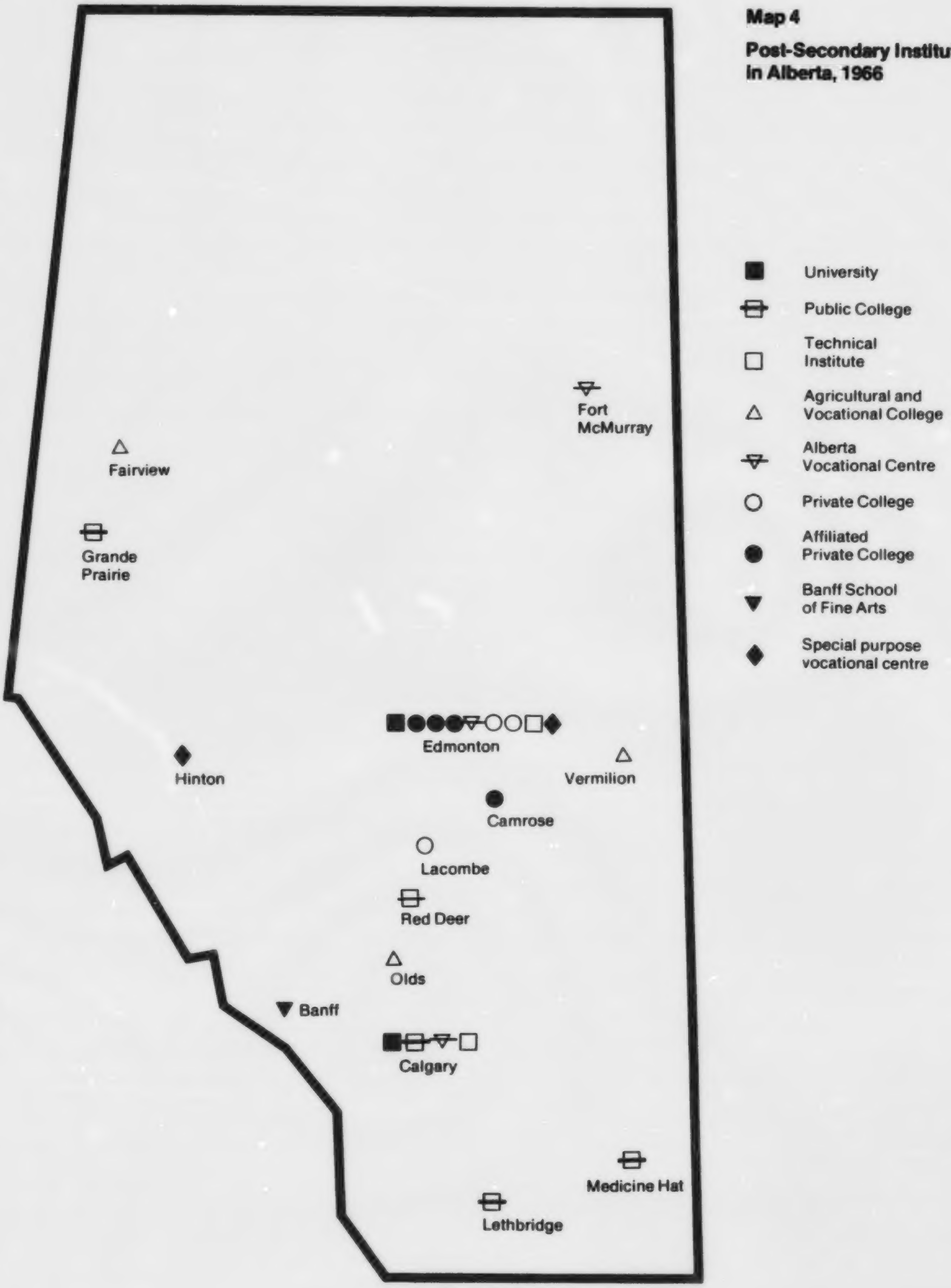
* Raised to $1,365 in 1965.

Map 4

Post-Secondary Institutions in Alberta, 1966


■ University
⊟ Public College
□ Technical Institute
△ Agricultural and Vocational College
▽ Alberta Vocational Centre
○ Private College
● Affiliated Private College
▼ Banff School of Fine Arts
◆ Special purpose vocational centre
Fort McMurray
Fairview
Grande Prairie
Edmonton
Hinton
Vermilion
Camrose
Lacombe
Red Deer
Olds
Banff
Calgary
Medicine Hat
Lethbridge

rate, combined with inflationary pressures, led the universities to press for a return to a global operating budget system.

By the mid-sixties, the University was obviously becoming too large and complex to be administered effectively as a single unit. As demand for university education in Calgary, and southern Alberta in general, increasingly exceeeded the ability of a satellite campus, with its limited programs and facilities, to respond, Calgarians again began to lobby the government to expand the Calgary campus into a full-fledged university. Both the University authorities and the government began to recognize the need for further decentralization of the university's services and administration. The University established separate faculties of Arts and Science, Education, Graduate Studies, and Engineering in Calgary between 1963 and 1965, and in 1964, the Board of Governors struck a committee to study and recommend changes in university government and administration. In the same year, the government amended The University Act to provide for the appointment of a President and separate General Faculties Council for the Calgary branch of the University, which became autonomous in internal academic matters. The amendment also established a Coordinating Council to maintain coordination between the increasingly separate university campuses.

The growing independence of the Calgary branch of the University had important implications for the system of college affiliation. For obvious reasons of convenience, the supervision of university programs at Mount Royal College and Lethbridge Junior College became the responsibility of the Calgary branch in 1963. This division of authority, and the increasing differentiation of courses between the two campuses, gave rise to considerable concern regarding the maintenance of uniform standards in the junior colleges, which was after all the primary purpose of college affiliation. Mount Royal College's desire to extend services to matriculation-deficient students in a combined matriculation-university program, and the establishment of new colleges in Red Deer and Medicine Hat, which were supervised by the Edmonton and Calgary branches respectively, further exacerbated these concerns, and underscored the need for a new mechanism of coordinating college affiliation.

The government responded to these changes in the university sector with The Universities Act of 1966, which constituted the most sweeping revision of university legislation since the original University Act proclaimed sixty years earlier. The Act established The University of Calgary, which was also to include the Banff School of Fine Arts, and made provision for the establishment of other autonomous universities. The Universities Coordinating Council was reconstituted as an advisory body to both universities, with specific authority for determining affiliation standards and recommending the affiliation or disaffiliation of junior colleges.* To coordinate the new university system, the Act established a Universities Commission, which would serve as an intermediary between the universities and the government. The Commission's functions included advising the government on university financial needs and distributing government grants and funds from other sources among the universities, aiding the universities in preparing and implementing development plans, and regulating the establishment or expansion of programs by the universities in order to minimize unnecessary duplication of services.

The Universities Act represented a major change in government policy toward the universities, and toward higher education in general. By decentralizing university administration, the Act paved the way for the expansion of university education in Calgary and Lethbridge, and set a precedent regarding institutional antonomy which the government was to apply to other universities and colleges. The establishment of the Universities Commission was an extremely important step in the direction of increased government involvement in the coordination of higher education. The constitution of the Commission as an autonomous corporation was particularly significant. Although the Deputy Minister of Education and the Deputy Provincial Treasurer were *ex officio* members of the Commission, and its first chairman, Dr. W.H. Swift, was a former Deputy Minister of Education, it nevertheless stood at arms length from the government, which still preferred not to intervene directly in the post-secondary system. This indirect coordination system was to last for seven years, after which the universities resumed a direct relationship with the provincial government, but on a much broader scale than had existed before 1966. The Universities Commission thus represented a first, cautious step in the evolution of government coordination of post-secondary education.

While The Universities Act did address the issue of college affiliation, the transfer of responsibility for affiliation standards to the Universities Coordinating Council resulted in relatively few substantive changes in the operation of the affiliation system. Final authority for affiliation remained with the individual universities, and The University of Calgary soon formulated affiliation regulations similar to those of The University of Alberta. The establishment of a similar coordinating system for colleges was required before significant changes in the universities' relationship to junior colleges could occur, and it was clear that such changes were likely in the near future.

In the meantime, however, the floodgates of change in the university sector had been opened. Soon after the creation of The University of Calgary, the government approved the formation of a third university out of the academic section of Lethbridge Junior College. Proposals for a fourth university, to be located in the Edmonton area, were also being examined by the Universities Commission.[18] In less than five years, university education in Alberta had been transformed from a single university to a coordinated but diverse university system.

The Revival of Agricultural Education

Agricultural education in Alberta had been on the decline throughout the 1950's. Declining enrollments, a deteriorating physical plant, and high per-student operating costs had given rise to widespread doubts as to the continuing utility of the schools of agriculture. When a major fire forced the closure of the Fairview School in 1958, the government seriously considered turning the facility to other uses or closing it entirely.[19] By the late fifties, the future of all the schools was almost equally uncertain.

The report of the Cameron Commission on Education was the beginning of a reversal in the fortunes of agricultural education in Alberta. Noting that the schools' programs had "not kept pace with modern needs," the Commission recommended a major reorganization of the schools, which would include expansion and modernization of the agricultural courses, and the introduction of non-agricultural vocational programs which would increase their potential clientele. In recognition of this expanded mandate, the schools would be transformed into community colleges, which could be operated either by local school authorities or by the Department of Education as part of the provincial college system.[20]

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* The Committee on Junior Colleges and the Committee on Nursing Education became committees of the Universities Coordinating Council.

Since the government did not endorse the Cameron Commission's recommendations regarding community colleges, these proposals were not immediately put into practice. However, the Commission's report may have served to convince the government that agricultural education should be revitalized. The Fairview School was reopened in 1960 but, although it was renamed Fairview Community College, no new programs were introduced at that time. The Olds School also acquired some new facilities after its original building burned down in 1961. Finally, in 1963, the Board of Agricultural Education obtained government approval of a number of recommendations contained in a brief submitted to the new Minister of Agriculture, Harry Strom. These proposals included the expansion of the schools' programs to include a wider range of vocational courses, and a change of name, from Schools of Agriculture and Home Economics to Agricultural and Vocational Colleges, which would symbolize their new orientation.[21]

In endorsing these recommendations, the government embarked on a policy of redeveloping the schools of agriculture. In 1963, the unofficial name change to Agricultural and Vocational Colleges took place, and a number of new programs, including business education, clothing design, and a number of trades apprenticeship programs were introduced. The capital facilities of the colleges were gradually upgraded, and total enrollment increased from a low of 238 in 1957 to a record high of 590 in 1965. In 1967, the new name and orientation of the colleges was made official by The Agricultural and Vocational Colleges Act, under which the Board of Agricultural and Vocational Education continued to serve as a coordinating body for the revitalized system of agricultural and vocational colleges. However, this system remained a separate entity, under the purview of the Department of Agriculture, rather than becoming an integral part of the college system, as the Cameron Commission had recommended. Responsibility for the non-university sector of Alberta post-secondary education remained divided – between junior college boards, the Department of Agriculture, and the Department of Education.

Technical Education Comes of Age

The rapid industrialization of Alberta society which accompanied the oil boom in the 1950's placed demands on the province's technical educational facilities which, despite some expansion, they were not fully able to meet. The concentration of most technical and apprenticeship programs in Calgary was becoming as impractical as was the concentration of university education in Edmonton. Decentralization of these services was an obvious necessity.

As had become traditional in this sector of higher education, the general financial initiative for the expansion of technical and vocational education came from the federal government. An increase in the unemployment level in the late 1950's was the immediate incentive behind The Technical and Vocational Training Assistance Act of 1960, which initiated "the greatest vocational school building program" in Canada's history.[22] This Act consolidated federal-provincial cost-sharing arrangements regarding the following: technical and vocational training in high schools, post-secondary institutions, and industries; special programs for the unemployed and disabled; student aid; apprenticeship and correspondence programs; and, most importantly, capital expenditures. Under the Technical and Vocational Training Agreement, which put the Act into operation in the provinces, the federal government paid 75 per cent of approved capital expenditures for the first two years of the program, and 50 per cent thereafter. Between 1961 and 1968, Alberta received over $70 million in federal capital assistance for technical and vocational education, as compared to less than $5 million in capital funds during the tenure of the previous agreements from 1945 to 1961.[23] This massive infusion of federal aid enabled the provincial government to embark on a major program of expanding and decentralizing technical and vocational education in Alberta.

The most immediate and obvious effect of the Technical and Vocational Training Agreement (TVTA) was the major construction program which began in the early sixties. In a development analagous to the establishment of a second university in Calgary, the provincial government announced the establishment of a second technical institute in Edmonton in 1960. The Northern Alberta Institute of Technology (NAIT) began operations in 1962, and within two years, its combined full-time and apprenticeship enrollment had surpassed that of its sister institution in Calgary, a clear illustration of the unmet demand for technical and vocational education which had existed in northern Alberta prior to its establishment. Enrollment at NAIT, the largest technical institute in Canada, rose to over 6,000 by 1966. The Calgary institute, renamed the Southern Alberta Institute of Technology (SAIT) in 1960*, also benefited from federal and provincial aid. A major building program modernized the campus of the Institute during the 1960's, but enrollment, which had risen by over forty per cent between 1957 and 1961, increased by only eight per cent between 1962 and 1966 because of the establishment of a second institute. In 1962, in accordance with the new Apprenticeship Training Agreement, SAIT assumed full responsibility for apprenticeship programs in Calgary, and the Canadian Vocational Training Trade School closed down. In addition to assuming greater responsibility for apprenticeship training, both institutes placed a high priority on the training of engineering technologists and other paraprofessionals in the applied arts and technologies, in short, on the higher technical education which distinguishes an institute of technology from a vocational school, which concentrates on shorter-term, skill-oriented training.

Vocational training at this level was also expanded during the 1960's with the initiation of the Alberta Vocational Training Program and the establishment of Alberta Vocational Centres (AVC's) in Calgary, Edmonton, and Fort McMurray in 1965. AVC Calgary, a successor of the Canadian Vocational Training Trade School which closed in 1962, consolidated its operations in a new location in 1965, while AVC Edmonton, which succeeded the CVT Technical School, operated out of offices in NAIT, and in various other locations in the city, for several years. The Fort McMurray

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* The Institute's Art Department was renamed the Alberta College of Art in 1960, but maintained its connection with SAIT.

Centre was a new facility, developed with TVTA funds, which offered a number of occupational programs designed to train unemployed people for the expanding labor market of the region. In general, the Alberta Vocational Training Program concentrates on academic upgrading and short-term employmment-oriented training in its own centres, and in other facilities throughout the province. This program was administered by the Division of Vocational Education of the Department of Education, which was formed in the late 1950's to supervise the Provincial Institute of Technology, the Canadian Vocational Training Centres and other vocational programs.[24] The Division assumed responsibility for NAIT upon its inception in 1960, and in 1966 entered into a cooperative venture with the Canadian Association of Oilwell Drilling Contractors to establish the Alberta Petroleum Industry Training Centre,* which offers in-service and pre-employment training to oilfield workers.

The growth of technical and vocational education in the early 1960's was due to a combination of federal and provincial initiatives. The grants provided under the Technical and Vocational Training Agreement provided the wherewithal, but the specific projects – the new Technical Institute, the Alberta Vocational Centres, the Petroleum Industry Training Centre, and the new facilities at SAIT – were carried out, and partially funded, by the provincial government. While there were no explicit changes in government policy toward technical education during this period, the initiation of the Alberta Vocational Training Program and the creation of five new institutions clearly implied a policy of expanding and decentralizing services in this sector of higher education.

The decade from 1957 to 1966 was one of tremendous growth in all sectors of post-secondary education in Alberta. Enrollment pressure, resulting from the higher participation rate of an expanding eighteen to twenty-one age group, was an important factor in this growth. University enrollment tripled during this period, overall enrollment at the technical institutes increased three-and-a-half times, the agricultural schools doubled their enrollment, and public college enrollment sky-rocketed from only 31 students at Lethbridge Junior College in 1957 to over 2000 at five public colleges in 1966. The pressure of numbers, combined with the demands of a growing industrial society and greater social emphasis on making higher education accessible to all citizens produced a flurry of institutional development unequalled in the province's history. A second autonomous university was created and a third approved, another technical institute and five other vocational training institutions were established, and an entirely new system of public junior colleges was founded. At the same time, older institutions such as the schools of agriculture and the original Institute of Technology and Art were being modernized and expanded. Old policies toward university governance and services and the role and function of agricultural schools and junior colleges were also being revised to reflect the changing needs of society for higher education.

These developments took place as a result of the initiatives of a number of different groups. The provincial government, in cooperation with the university community, was primarily responsible for the creation of The University of Calgary, but the impending establishment of a university in Lethbridge also resulted, in part, from the lobbying efforts of the Lethbridge Junior College. Federal grants to the universities also contributed to their development. On the other hand, school boards and other local interest groups played the largest role in the foundation of Alberta's public junior colleges, while The University of Alberta and the provincial government provided some guidance and support. Prior to 1957, Alberta's colleges had all been private operations. This tradition, together with the common view of the junior college as an extension of the school system, and probably some feeling that local authorities were best able to assess their educational needs, led the provincial government to assume a relatively passive stance in the early development of the college system. While the government clearly advocated a comprehensive role for junior colleges, this policy was firmly applied only in the case of Lethbridge Junior College. The University and College Assistance Act provided for assistance to colleges whether or not they were complying with the spirit of The Public Junior Colleges Act. While it is true that most of the colleges had "so far failed to fulfill the intent of legislation and to implement the recommendations put forth in a number of reports,"[25] this situation was as much the result of inconclusive government policy on the issue as of the colleges' preference for university programs. The resolution of this issue, and of the jurisdictional disputes between the University and the colleges,* awaited the establishment of a new coordinating agency for the college system.

In the technical sector, the main initiative was taken by the federal government, but the provincial government then assumed the equally important task of developing specific projects with the aid of federal grants. It is likely that the province followed the federal lead largely out of habit. The federal government had traditionally provided funds for the development of technical education facilities and programs, and the provinces had grown accustomed to federal assistance in this area. Federal sharing of the costs of provincially-run programs and provincial capital projects remained the basic model of development in the technical-vocational sector.

Alberta's post-secondary education system had indeed undergone a considerable transformation since the early 1950's. Higher educational services were available on a much more decentralized basis, the range of programs was expanding in some sectors, and perhaps most significantly, the government was beginning to recognize the need for formal coordination of higher education. The establishment of the Universities Commission and the moves toward establishing a board to supervise the college system indicated a recognition that the system was becoming too complex for its development to proceed in a haphazard manner. Although responsibility for the various sectors of the system remained divided among various departments and agencies, the government was clearly moving in the direction of a more systematic, coordinated approach to providing higher educational services.

One of the most significant developments of the period was the increase in emphasis on making higher education more widely accessible to all Albertans. By decentralizing university, technical and vocational education, and supporting the establishment of colleges, the government attempted to

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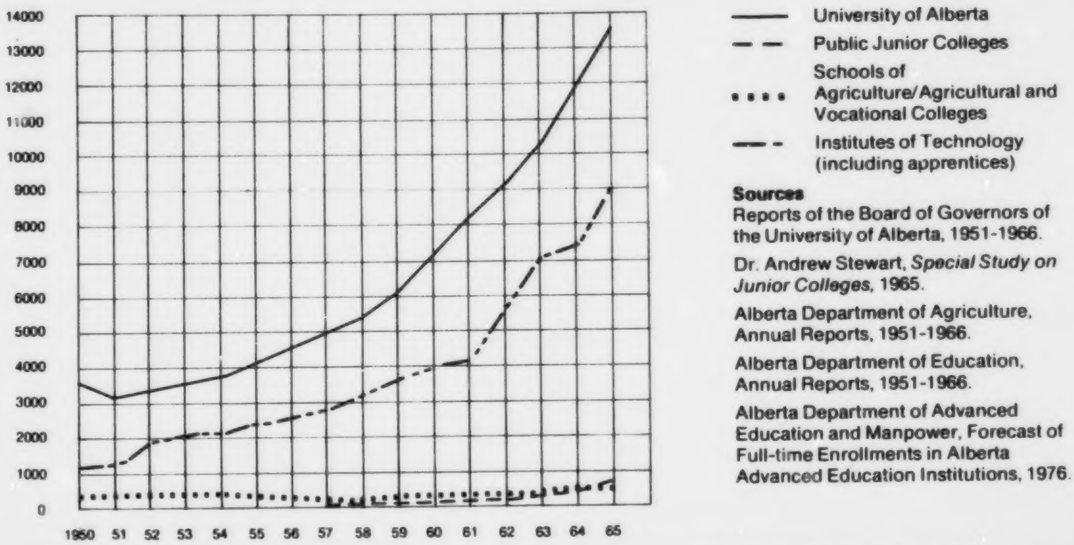
* A similar special purpose school for foresters was established in 1960 by the Department of Lands and Forests. The Forest Technology School in Hinton provides in-service training for the Alberta Forest Service, and, since 1964, has offered the second year of NAIT's Forest Technology Program in cooperation with the Institute.

* Similar disputes were developing between the University and the hospital schools of nursing.

Figure 4

Full-time Enrollment at Alberta Public Post-Secondary Institutions 1950-1965



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reduce the impediment of distance from a post-secondary institution. Similarly, the government attempted to minimize socio-economic barriers to higher education by expanding its student assistance program. While the federal student aid program remained restricted to university and nursing school students under TVTA, Alberta revised its program in the Students Assistance Act of 1959 to make assistance available to students of junior colleges, schools of agriculture, technical institutes, public vocational training schools, high schools, and the Banff School of Fine Arts, in addition to university and nursing students. Equalizing access to post-secondary education by decentralizing services and through student assistance and other special programs became an explicit government objective in the following years. The trends toward increased coordination of the system, and administrative decentralization to autonomous boards also remained characteristic of Alberta higher education during the late 1960's and 1970's.

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5. The Transition to a Coordinated System 1967-1971

In many ways, the five years from 1967 to 1971 constituted another transitional stage in the evolution of a post-secondary educational system in Alberta. The most notable feature of the period was a significant increase in government interest and involvement in higher education. The tremendous growth and decentralization of institutions and programs which had occurred during the previous decade made the establishment of effective coordination mechanisms a clear and immediate necessity. A provincial Universities Commission had been established in 1966 and, between 1967 and 1969, the government developed similar coordination mechanisms for the college sector. This process culminated with the creation of a provincial Colleges Commission in 1969. In keeping with similar practice in other provinces, these Commissions operated as "buffer" agencies between the government and the institutions, on the British model, as opposed to direct government coordination common in the United States.[1] Responsibility for coordinating post-secondary education remained divided among the two commissions and the Departments of Education and Agriculture. However, this subsystem focus of coordination, and the "buffer" commission structure itself, turned out to be a transitional phase, to be replaced by direct, system-wide government coordination which developed in the 1970's.

Government involvement in post-secondary education increased during the 1960's, not only as a consequence of the rapid expansion of the previous period, but also in response to the growing concern for social equality throughout North America. The desire to achieve democratic social goals in education led the government to issue several explicit policy statements concerning education and other social programs during this period. In 1967 Premier Ernest Manning tabled a White Paper on Human Resources Development which affirmed the government's conviction "that all individuals and organizations should have equal access to its programs and services" in order to enable Albertans to develop to their fullest potential. The government committed itself to support the expansion, decentralization, and diversification of all types of post-secondary and continuing education, and to develop the necessary mechanisms of coordinating services in order to achieve these goals with maximum effectiveness.[2] These explicit policy emphases on universal and equal access to higher education and decentralization of educational opportunity were reiterated by the Minister of Education in a Policy Statement released in 1970.[3] These policy pronouncements illustrate the government's transition from a generally passive to an active role in developing post-secondary education as an instrument of social "democratization."

The late 1960's also witnessed the transition from the rapid enrollment increases of the previous decade, and the intensive program of institutional development which they induced, to the slower growth and occasional decreases in enrollment, and the more modest institutional expansion, of the following decade. Closely related to this phenomenon was the increased emphasis on devising appropriate funding procedures, which anticipated the prominence of financial matters in discussions of educational policy during the 1970's. In addition, several sectors of advanced education, particularly the college sector, experienced important administrative and functional changes during this period. In sum, this five-year period witnessed a general transition from the vigorous but relatively uncoordinated growth of the early post-war period to the more controlled, planned expansion and qualitative improvement which characterize a mature educational system.

Towards a Comprehensive College System

Of the individual sectors of Alberta post-secondary education, the college system undoubtedly experienced the most fundamental changes during this period. The Colleges Act of 1969 established a provincial college system, independent of both the universities and local school authorities. Important changes in college governing and financing were introduced, and a provincial Colleges Commission was established to coordinate the further development of the college system. At the same time, the public junior colleges were developing a considerable range of technical, vocational, and general programs. The expanding role of the colleges in non-university higher education was symbolized by the elimination of "Junior" from college titles by The Colleges Act. While these changes were taking place, the college sector continued to expand, with the establishment in Edmonton of a sixth public college in 1970 and the affiliation of two more private colleges. Moreover, college enrollment increased during this period at more than double the rate of any other sector. Within five years a comprehensive provincial college system developed from the old network of public and private junior colleges.

One of the few issues on which agreement had been reached at the 1966 Conference on Post-Secondary and Continuing Education was the need to reduce university influence over the junior colleges by establishing a provincial agency to take over the coordination of college programs. Accordingly, in 1967 the government established a Provincial Board of Post-Secondary Education, by amending The Public Junior Colleges Act. The Board's duties included the following: coordinating the work of the junior colleges; studying provincial needs for post-secondary education and making appropriate recommendations to the Minister of Education; assessing the colleges' financial requirements; and arranging for the affiliation of colleges with the universities. The Board assumed the universities' former authority to determine college admission standards and instructor qualifications, and to approve the establishment and affiliation of new junior colleges. However, all these functions were to be carried out "in consultation and agreement with the [Universities] Coordinating Council."[4] Nevertheless, this act represented the government's first step toward abandoning its old policy of delegating responsibility for the coordination of colleges to the University in favor of assuming a more active role in guiding college development. In this sense, the establishment of the Provincial Board of Post-Secondary Education has justly been called "the most important government initiative in the eventual establishment of a public college system in Alberta."[5]

The primary functions of the Provincial board, which, in Dr. Byrne's words, "became a continuing conference on colleges", were to advise the government on the operation of the college system and to study provincial education needs with a view to improving the coordination and provision of post-secondary services in the province.[6] One year after its creation, the Board submitted a number of proposals to the Minister of Education, Raymond Reierson, which were "intended to serve as a framework within which the post-secondary system is to be further developed."[7] The Board recommended the consolidation of the Institutes of Technology, the Agricultural and Vocational Colleges, the public colleges and other similar institutions into a provincial college system, which would be supervised and coordinated by a Provincial Colleges Commission. Each member of the college system would be administered by a board of governors, and would be completely distinct from the public school system and ineligible for support from local tax revenues. The colleges would serve "the broadest possible scope of clientele," including those with high school diplomas and adults with lower educational qualifications. The provincial cabinet endorsed these recommendations in principle, with the exception of the proposal to place the technical institutes and agricultural colleges under Boards of Governors.[8] Due to a combination of financial considerations, satisfaction with the existing arrangement, and a "wait-and-see" attitude regarding the proposed Colleges Commission, the government preferred to retain direct control of these institutions for a time, but agreed that they could be considered part of the college system for purposes of planning and coordination.[9]

These proposals, with the government's revisions, served as the basis for The Colleges Act of 1969, which completely revamped the administration and financing mechanism for the public colleges, and reiterated the government's policy favoring comprehensive college programming. The Act established the Alberta Colleges Commission as an autonomous corporation analogous to the Universities Commission, whereas the Provincial Board had been an agency of the Department of Education. However, continuity was also maintained by appointing the Chairman of the Provincial Board, Dr. Henry Kolesar, as Chairman of the Colleges Commission. The Commission had the following responsibilities: to advise the government regarding the financial support of the colleges and divide the funds made available for the college system among them; to review the colleges' operating and capital budgets for approval; to act as an intermediary between the universities, the colleges, and the government; to aid the colleges in their planning activities; to recommend the establishment of new colleges; and to regulate the establishment or expansion of programs by the colleges so as to minimize unnecessary duplication of services. The college system was defined as including the public colleges and, if so designated by the government, the provincially-administered technical institutes, agricultural colleges, and vocational centres – in theory, the entire non-university sector of post-secondary education. The role of the college system was defined more broadly and generally than in previous legislation, and included the provision of "courses of general, academic, vocational, cultural, or practical nature," and "short programs to meet the needs of special interest groups."[10] The Act also eliminated statutory university authority over colleges, since university affiliation, while still provided for, was no longer mandatory for the establishment or operation of a public college.

Four months after The Colleges Act was proclaimed, the new Minister of Education, Robert Clark, released a policy statement entitled *Post-Secondary Education Until 1972*, which was intended to clarify government higher educational policy for the period prior to the completion of the work of the Commission on Educational Planning, which the government had established in 1969. In this document, the government committed itself to developing "an expanding college system," whose general goals would be "to broaden the scope of higher education in the Province, to ease the problem of access to its benefits, to assist students who have dropped out of school toward further education, and to serve in some areas as community centres for cultural activities."[11] In order to fulfill these functions the colleges were expected to provide technical and vocational programs, academic upgrading and continuing education courses in addition to university transfer programs. This emphasis on a comprehensive range of program offerings formed an important part of the government's commitment to decentralize post-secondary educational services as widely as was economically feasible.

The policies regarding college governance, financing, and functions which were outlined in The Colleges Act and reiterated in the 1970 Policy Statement constituted an explicit resolution of issues which had been points of contention for over a decade. The concept of the colleges as "junior" institutions to the universities was repudiated by the creation of a college system which was separate and distinct from both the universities and the public schools but which had finance and coordination mechanisms similar to those established for the university system. The primary function of the colleges was defined as expanding the range of higher educational opportunities available in the province, and they were therefore expected to offer a broad selection of technical, vocational, and other non-university programs, while university transfer programs would be offered primarily "in areas where university services are not available."[12] The regulatory powers which the Colleges Commission exercised over the establishment and expansion of programs in the colleges were intended to preclude the discrepancies between policy and practice in college programming which had developed in the early 1960's. After a decade of growth in the college sector, and of extensive study of issues relating to colleges, the government had finally developed a generally acceptable mechanism for supporting and coordinating the development of a comprehensive college system, which would meet the steadily increasing demand for educational opportunities not offered by other sectors of post-secondary education.

The public junior colleges had already begun to expand their range of non-university programs during the tenure of the Provincial Board. Lethbridge Junior College had developed a considerable range of business, technical, and trades programs by 1966, and after 1967, when the College's academic section was incorporated into the new University of Lethbridge, the College concentrated exclusively on developing its technical-vocational and continuing education sections into a true community college. Mount Royal College offered a large number of commercial, paraprofessional, and cultural programs, but also operated a university transfer program in affiliation with The University of Calgary. Most significatly, between 1967 and 1969, the junior colleges at Red Deer, Medicine Hat, and Grande Prairie, which had formerly offered university courses exclusively, began to offer programs in business education and administration and academic upgrading, and began to place greater emphasis on their role in servicing students who did not plan to proceed to university. Nursing and other health-related programs were added to the curricula of several colleges in the early 1970's*, and a study conducted by the Colleges Commission suggested that the diploma nursing and related health programs offered in hospital schools could be more effectively coordinated and improved academically by transferring them into the college system.[13] The clearest example of the colleges' determination to develop their own distinct role was provided by Grant MacEwan Community College, established in Edmonton in 1970, which was the first public college in Alberta to begin operations offering vocational and other non-university programs exclusively. Increasing demands for paraprofessional and occupational programs, coupled with the influence of more clearly defined government policy, were bringing about a gradual change in the emphasis of college programming.

While the tradition of the junior college was slowly giving way to the concept of the comprehensive community college, university transfer remained an important function of four of the five public colleges operating during this period. In some colleges, the move away from concentration on university programs caused considerable dissension between those who supported the new orientation and those who had hoped that their college would develop into a degree-granting institution. This situation was particularly acute at the Red Deer College, where disputes resulting at least partly from this issue grew so serious and divisive that the government dissolved the college board in 1972 and appointed an administrator, who acted as the sole member of the college board and also assumed the duties of the president, to attempt to resolve the problems of the college.[14] While this was an extreme case, it illustrates the fact that these changes in program emphasis in the public colleges did not always come about smoothly.

Transfer arrangements with the universities also became a contentious issue during this period. Between 1967 and 1969, the Provincial Board of Post-Secondary Education was responsible for affiliation standards in cooperation with the Universities Coordinating Council. Drs. Gordon L. Mowat and Henry Kolesar, the successive chairmen of the Provincial Board, attempted to reach agreement with the Council whereby the colleges would exercise greater autonomy in their academic programs, which would be transferable to any provincial university on an accreditation basis. The university would decide the level of advanced standing to be granted to the transfer student, but its main concern would be the educational level attained, rather than the details of the college program.[15] However, no agreement was reached on this issue, nor on the question of control of transfer programs, during the tenure of the Board, and the problem was passed on to the Colleges Commission.

After the passage of The Colleges Act, the transfer issue became more complex, since university affiliation was no longer mandatory for a college to operate. Neither, of course, was university acceptance of college courses for advanced standing. Reluctance on the part of the universities to reduce their influence over college transfer programs, and similar reluctance on the colleges' part to accept continued controls, made negotiation of an acceptable transfer system extremely difficult, and, by 1971, transfer arrangements were often made informally, or on a program-by-program basis, although some colleges retained formal affiliation.[16] In 1971, a committee of the Universities Coordinating Council, chaired by G.L. Mowat, recommended the establishment of an "articulation council" to deal with the problems of transfer between colleges and universities. Such a council was finally created in 1974 to develop systematic transfer arrangements.

Meanwhile, the college system continued to grow by leaps and bounds. Public college enrollment more than doubled between 1967 and 1971, making it by far the fastest-growing sector of post-secondary education at the time. A sixth public college, named for the province's Lieutenant Governor, Grant MacEwan, was established in Edmonton in 1970, following six years of study, first by the Edmonton Separate School Board and later by the Provincial Board, concerning the need for a college in the Edmonton area. The creation of a public "Community College of Eastern Alberta," which would include Vermilion College and facilities in Lloydminster, was proposed in 1971. In addition, two more private colleges affiliated with The University of Alberta: Concordia College in 1967 and Canadian Union College in 1971. In 1970, the Colleges Commission had recommended the inclusion of the technical institutes, vocational centres, and agricultural and vocational colleges in the college system and, while this proposal was not accepted, the Commission did undertake to coordinate the activities of the public and provincially-owned colleges on an informal basis.[17]

This expanding system required better capital facilities and increased financial support. Permanent campuses for Red Deer College and Medicine Hat College were completed in 1968 and 1971, and plans for a campus for Grande Prairie College and a new campus for Mount Royal College were being developed by 1971. After 1969, college capital development was coordinated by the Colleges Commission, which reviewed colleges' requests for buildings and equipment and made recommendations to the government regarding capital financing for the college system. College operational funding also underwent major changes during this period. The Colleges Act eliminated local property taxes as a source of college funds, and the provincial treasury assumed the major burden of college operating expenditures. The

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* A trend toward transferring nursing education from hospitals to educational institutions developed throughout North America during the 1950's and 1960's.

Colleges Act also repealed The University and College Assistance Act, under which support for university-transfer programs had generally been higher than that provided for vocational and other programs. After a review of college financing procedures, the Colleges Commission increased the per-student grants for vocational and other non-university programs to a level comparable to that for university transfer programs. In 1970, the Commission initiated a grant formula similar to that used for the universities, which took into account the differences between fixed and variable costs and estimated versus actual enrollment.[18] The elimination of the financial bias in favor of university courses undoubtedly contributed to the increased emphasis on comprehensive programming in the colleges during the Colleges Commission period.

Between 1967 and 1971, Alberta's colleges developed from a network of junior colleges concentrating largely on university programs into a distinct system of comprehensive colleges, coordinated by a provincial commission on an equal basis with the universities. The colleges were gradually evolving distinctive service roles and, in keeping with their expanded functions and improved status, many were moved out of their temporary quarters in local high schools onto permanent campuses. Certain specific problems, notably that of transfer and affiliation arrangements, remained, but the basic features of the college system as developed during this period characterized it throughout the 1970's. The college system did not yet comprise all non-university post-secondary education, as both the Provincial Board and the Colleges Commission had recommended, but plans for the incorporation of the vocational centres in Calgary and Edmonton into the colleges in those cities, and proposals for the merger of Fairview and Grande Prairie Colleges, and for the inclusion of Vermilion College in a "Community College of Eastern Alberta," suggested that this consolidation might occur in the near future.[19]

An Expanding University System

The rapid growth of the provincial university which had preceded The Universities Act of 1966 continued unabated for several years after the creation of the university system. New universities were created in 1967 and 1970, programs and facilities at the established universities continued to expand, and enrollment increased steadily up to 1970. In 1971, however, full-time enrollment decreased slightly at all three universities – the first such decline since the post-war veteran enrollment boom passed its peak in the early 1950's. The expansion of the university system, changing patterns of enrollment, and the cessation of direct federal assistance to universities brought the issue of university finance into prominence by the end of the decade. This period therefore encompassed both the development of a coordinated university system and the concurrent transition from the expansionary spirit of the 1960's to the atmosphere of restraint and retrenchment which prevailed in the later 1970's.

The creation of The University of Calgary in 1966 was followed in a matter of months by the formation of a third provincial university in Lethbridge. By order-in-council effective January 1, 1967, the government established The University of Lethbridge "to take over and build upon the academic (university) section of Lethbridge Junior College."[20] The University began operations in September 1967, offering undergraduate programs in arts, science and education. In 1971, it moved out of Lethbridge Junior College into its newly-completed campus in west Lethbridge. Full-time enrollment at The University of Lethbridge jumped from 638 in 1967 to over 1,400 in 1970, after which it decreased for several years in keeping with the general university enrollment trend.

The University of Calgary, 1970.
University of Calgary

The need for additional university facilities in northern Alberta had also been discussed in 1966, but in 1967 the government had decided not to proceed with the development of a fourth university for the time being. However, by 1970 it appeared that enrollment at The University of Alberta would soon reach 25,000, which was considered its desirable enrollment ceiling. Anticipating continuing high demand for university education in northern Alberta, the government opted to establish another independent university in the Edmonton area, a sign of just how much educational policy had changed since the early sixties, when a unified university administration for the entire province had still existed. In the Policy Statement issued in January, 1970, the Minister of Education announced the impending creation of a fourth provincial university, to be located near St. Albert, just north of Edmonton. This university was expected to develop undergraduate programs in arts, sciences, and education, and graduate programs in the humanities and social sciences.[21] An Interim Governing Authority was appointed in January, 1970, and Athabasca University began academic and physical planning. An Academic Concept was developed which emphasized individual study, a modular organizational structure which provided for close faculty-student contact, innovative instructional methods, and the use of new educational technologies.[22] However, the downturn in university enrollment in 1971 brought the need for another university into question, and the new Progressive Conservative government began to reassess government policy toward Athabasca University. Planning for a conventional campus in St. Albert was halted in 1971. In 1972, the government expressed its approval of Athabasca University's emphasis on innovative learning systems, and in December, 1972, an Order-in-Council re-established Athabasca University and assigned it a new mandate to undertake a pilot project in the development of learning systems for undergraduate arts and science programs and the use of new educational methods and technologies in adult education.[23]

The main impetus towards the creation of these two new universities was the increasing pressure of enrollments at the province's existing universities. Expansion of programs, facilities and enrollment was particularly rapid at the younger University of Calgary. Faculties of Business, Fine Arts, and Medicine, and Schools of Physical Education, Social Welfare, and Nursing were established in Calgary between 1967 and 1970, and enrollment increased by over 85 per cent during these four years. A major construction program was undertaken to provide facilites for these new programs and students. The University of Alberta's enrollment increase of 40 percent during the same period was equally impressive for a long-established university. The Edmonton campus also acquired a number of new buildings to accommodate its growing student population, which was expected to reach 25,000 by 1973. In addition, Collège Saint-Jean, which had been operating a bilingual teacher-training program in affiliation with the University since 1963, was partially integrated into The University of Alberta in 1970, as the Collège universitaire Saint-Jean. In 1977, the Collège was fully integrated as Faculté Saint-Jean. The Faculté offers French language instruction in arts, science, and education.

Rapid expansion had been a characteristic feature of Albertan and Canadian universities since the Second World War. In 1971, however, the province's universities experienced their first enrollment decrease in twenty years, which ushered in a period of more stable enrollment in the university sector. Differing financial requirements and demands of the new and old universities, and the end of direct federal grants to universities, had made funding mechanisms for the university system a subject of major concern since 1967, but this development brought financial arrangements even more into the limelight, since provincial operating grants to the universities were based in a part on enrollment figures. Disputes over funding, which resulted largely from the stabilization in university enrollment, were to become commonplace during the 1970's.

A significant change in university financing arrangements occurred in 1967, when the federal government terminated its program of direct assistance to universities. The Federal-Provincial Fiscal Arrangements Act replaced direct federal support for university education with the more constitutionally acceptable alternative of transferring federal tax funds to the provinces to cover half the costs of post-secondary education. In compensation for the loss of direct federal grants, provincial grants to universities increased by nearly $20 million between 1966 and 1967.[24]

Until 1969, university operating grants were still based on the provisions of The University and College Assistance Act, although the formula had been modified somewhat by the Universities Commission to allow for variations in program costs. Although the per-student grant had risen from $1,365 in 1965 to $2,315 in 1967, this system did not adequately meet the needs of The University of Lethbridge, which required special financial support to develop its programs and facilities while its enrollment was relatively small. The Universities Commission therefore recognized the special "emergent status" of the University by applying a "bonus multiplier" to its enrollment grant which provided a per-student grant 53 per cent higher than that of the other universities. This bonus factor would be gradually reduced as the University became established.[25]

The University and College Assistance Act was repealed in 1969, but the basic funding formula remained unchanged for another year. In recognition of the obvious fact that the financial needs of universities in all stages of development, from the newly-established Athabasca University to the mature University of Alberta, were not being met by a grant formula based primarily on enrollment, in 1970 the government introduced a new funding system based on two types of grants: formula grants based on actual enrollment to cover variable costs, and non-formula grants to cover administration, program development, and other fixed expenditures. In 1971, a further revision made provision for the formula grant to be calculated using projected rather than actual enrollment figures.[26] This change was a direct consequence of the lower enrollment increase of 1970, which had caused serious financial problems for the universities. While the universities expressed general satisfaction with this arrangement, the downturn in enrollments which continued until 1973 rekindled dissatisfaction with any funding system based on enrollment. Mechanisms and levels of financial support for the universities, and post-secondary education in general, remained an important issue throughout the decade.

Closely related to the issue of university financing is that of government support for research. After nearly fifty years in which provincial research policy had concentrated on the Research Council of Alberta and research grants to the universities, the Social Credit government began in the late 1960's to establish other agencies and trusts to conduct and support various specific types of research. In 1966, the Alberta Agricultural Research Trust was established, in cooperation with the Faculty of Agriculture of The University of Alberta, with an initial grant of $500,000 to support agricultural research. Educational, social, and economic research was the mandate of the Alberta Human Resources Research Council, established in 1967 as part of the government's new program of encouraging the development of the province's human as well as natural resources.[27] In 1971, the government established the Alberta Environmental Research Trust, and made $200,000 per year available for environmental research. In addition to these specialized agencies, direct funding of university research by the provincial government increased steadily during this period, and the government also committed itself to encourage the development of a private research industry in the province.[28] The increased emphasis placed on research in both the social and physical sciences during this period is illustrative of Alberta's emergence as a modern, industrialized society, and reflects the realization that continued economic and social development and prosperity depend to a considerable extent on reinvesting the province's wealth in higher education and research. The creation of special-purpose research agencies and the steady increase in research funding continued as the provincial government developed its research policies in the 1970's.

Government policy toward universities during the late 1960's had been oriented primarily toward providing facilities for the growing numbers who wished to enroll. However, while creating new universities to ease this enrollment pressure, the government did not wish to encourage excessive duplication of services. Noting that the province already possessed two large "multiversities," the Minister of Education, in his 1970 Policy Statement, expressed the conviction that the new universities in Lethbridge and St. Albert should "meet regional needs or reflect other unique purposes,"[29] rather than trying to imitate the universities in Edmonton and

Calgary. However, while prepared to place certain limits on university autonomy in order to minimize unnecessary duplication of programs, the government also introduced legislation to turn some of the Universities Commission's fiscal review powers back to the individual universities. In the university sector as in the college sector, increased government coordination was accompanied by some concessions to institutional autonomy.

University government underwent another important change in the late 1960's, as students gained representation on university governing bodies. Amendments to The Universities Act provided for student representatives on Boards of Governors (1968) and General Faculties Councils (1970). This "democratization" of university government, a positive consequence of the "student power" movement of the 1960's, was common throughout North America during this period.

The five years from 1967 to 1971 thus represented a transitional period for the universities in many respects. Government coordination of an expanded university system, the stabilization of enrollments, the new stress on financial arrangements, new initiatives in research policy, and increased student influence in university government and policy-making all signalled the beginning of a new era for Alberta universities.

The Agricultural and Vocational Colleges

In 1967, The Agricultural and Vocational Colleges Act officially changed the name and mandate of Alberta's agricultural colleges. For the next five years, they continued to develop and expand their program offerings, and enrollment at the colleges increased from 540 to 650 by 1971. In 1970, the appelation "agricultural and vocational" was dropped from the college names, which became simply Olds College, Fairview College, and Vermilion college. It was hoped that this change of name would remove the stigma unfortunately attached to "vocational training" from the colleges and symbolize the comparable nature of the colleges' programs and facilities with those of the technical-vocational sections of the public colleges.[30]

The relationship of these provincially-owned colleges to the public college system was a subject of considerable debate throughout this period. As noted above, the provincial government had rejected proposals from the Provincial Board of Post-Secondary Education and the Colleges Commission to integrate these institutions into the college system, but informal articulation with the public colleges did take place under the Colleges Commission, due largely to the presence of the Deputy Minister of Agriculture as a member of the Commission. However, similar proposals for integration continued to emanate from educational authorities and from within the government itself. Concerned with the high per-student cost of Fairview College, which had the lowest enrollment of the three colleges, in 1969 the government initiated a study of the College in the context of post-secondary services in the Peace River region as a whole. This study, begun by the Provincial Board and completed under the Colleges Commission, recommended the amalgamation of Fairview and Grande Prairie Colleges into a multi-campus public college for the area.[31] A Cabinet Committee established to consider this issue recommended the integration of all three agricultural and vocational colleges into the public college system but, once again, the government rejected this proposal. This continued refusal to grant autonomy to the agricultural colleges seems to have been politically motivated, and concerned Vermilion College in particular. A number of towns in eastern Alberta, especially Lloydminster, had been lobbying the government for college facilities, and the Social Credit government apparently did not wish to alienate these communities by making Vermilion the centre of the public college for the area. In 1971, following a study of the educational needs of the region, the Ministers of Education and Agriculture announced the forthcoming establishment of a public "Community College of Eastern Alberta," which would include Vermilion College and facilities in Lloydminster. Before this plan could be carried out, however, the thirty-six-year-old Social Credit government was defeated in August, 1971, and the new Progressive Conservative government chose to investigate the issue further before establishing a new college in eastern Alberta.

However, the new government did take immediate action towards integrating the agricultural colleges into the post-secondary system by transferring them to the newly-created Department of Advanced Education, ending fifty-eight years under the Department of Agriculture.[32] While the colleges remained under direct provincial control, this action represented a major step in the development of the agricultural colleges as full members of the post-secondary educational system.

A New Emphasis in Vocational Education

The main goal of both federal and provincial policies concerning technical and vocational education since the war, and particularly during the tenure of The Technical and Vocational Training Assistance Act, was the development of a system of technical institutes and vocational schools to accommodate the growing number of people desiring technical and vocational training. The late 1960's witnessed the emergence in both provincial and federal policies of a new emphasis on the role of vocational education in reducing economic and social inequality. This increased social awareness, oriented toward providing educational services to disadvantaged groups, became an important feature of policies toward vocational education in the 1970's.[33] Following the general withdrawal of the federal government from direct funding of technical and vocational programs after 1967, the provincial government assumed a greater role in formulating these policies.

In 1967, The Technical and Vocational Training Agreement was superseded by the federal-provincial Occupational Training of Adults Agreement, signed under The Adult Occupational Training Act, which constituted a major revision in federal policy toward vocational education. Rather than sharing the direct operating and capital costs of technical and vocational programs as it had done for decades, the federal government, through the Department of Manpower and Immigration, would henceforth purchase spaces in short-term vocational courses in provincial institutions and private vocational schools, with the approval of the provincial government, into which it would place students requiring training or retraining for employment. Eligible adults would receive federal training allowances, in addition to which the federal government would reimburse the provinces for 90 percent of any additional allowances they chose to provide. The primary purpose of the Act was to provide short-term occupational training to unemployed or underemployed persons so as to "bolster the economy by increasing productivity."[34] The Occupational Training of Adults Agreement also provided for federal purchase of apprenticeship training places, for the phasing-out of the training and capital development programs initiated under the Technical and Vocational Training Agreement, and for federal sharing of the costs of research in vocational education.

Following the introduction of this federal training assistance program, Alberta was the only province to retain its own complementary program of training allowances, which provided assistance to those ineligible for federal support. The purpose of this program, operated under the rubric of Alberta Vocational Training, was to equalize educational opportunity for the disadvantaged, and thereby "enable them to enter the labour force in a manner equal to that enjoyed by citizens generally."[35] This program represented another aspect of the provincial government's general policy of facilitating the maximum development of Alberta's human resources as a means to economic and social progress.

In addition to these general vocational training programs, both the federal and provincial governments established agencies for the specific purpose of promoting the social and economic development of depressed regions, often by means of vocational education to enhance the employability of the area's residents. In 1967, the Alberta government created the Human Resources Development Authority, composed of members of the Executive Council, to initiate and coordinate human development programs, particularly in under-developed areas of the province. In 1969, the federal government established the Department of Regional Economic Expansion, with a similar mandate to promote economic development in depressed regions of the country. The activities of these and other agencies established with the aim of reducing regional disparity, partly through education, contributed greatly to the expansion of opportunities for vocational education throughout northern Alberta.

In 1970, the Department of Regional Economic Expansion designated the Slave Lake region of Alberta as a special area, which made it eligible for considerable federal financial assistance, some of which could be used to improve educational facilities. An agreement was reached between this Department and the provincial Human Resources Development Authority whereby the federal government would assume half the expense of converting the Grouard Vocational School into an Alberta Vocational Centre, and similarly support the development of vocational training programs in a number of smaller communities in the Slave Lake area. AVC Grouard opened in the fall of 1970, offering academic upgrading and a paraprofessional Educational Technician Program, the first paraprofessional program to be offered at an AVC, designed to train native teacher aides to staff the Community Vocational Centres.[36] These centres made vocational preparation courses available in many isolated settlements in the region.

The Alberta Vocational Centre at Lac La Biche also evolved, although less directly, out of federal initiatives in using vocational education to stimulate the economy of depressed areas. In 1967, the federal and provincial governments entered into an agreement which established Alberta NewStart, Inc., a non-profit society financed by the federal government as part of a Canada-wide research project aimed at solving unemployment problems among disadvantaged people by increasing their employment qualifications. The specific function of Alberta NewStart in this regard would be to offer employment-related training and academic upgrading, primarily to native people, in Lac La Biche and several smaller native communities in northeastern Alberta. Classes began in the spring of 1969, but insufficient federal funding forced the closure of the Lac La Biche centre in December 1969. Other NewStart operations continued, and a native society entitled Alberta Pe-Ta-Pun continued to offer programs in Lac La Biche with NewStart financial support, but with limited success. The NewStart program was terminated in 1971, and tentative planning to continue the program under a jointly funded Northeastern Alberta Development Company (NEADCO) was interrupted by the election of the new Progressive Conservative government in the fall of 1971. As in the case of the agricultural colleges, the new government chose to study the issues further before taking action. Following a cabinet tour of the towns which NewStart had served, and in accordance with recommendations of the Division of Vocational Education and the Commission on Educational Planning, the government established an Alberta Vocational Centre in Lac La Biche in 1973, for which the facilites of Alberta NewStart served as a foundation.[37]

The decentralization of vocational education throughout northern Alberta during this period typified the new emphasis of both the federal and provincial governments on reducing social and economic inequality, particularly among native people, and combatting regional disparity through education. Federal initiatives had been a major factor in the creation of the new vocational centres, but the provincial government subsequently assumed the primary role in their development.

While new vocational centres were being established in northern Alberta, the province's existing technical and vocational institutions developed rapidly as well. Program offerings at the vocational centres in Calgary, Edmonton, and Fort McMurray and at the Petroleum Industry Training Centre expanded, and new facilities at all these centres were completed during this period. Campus planning and capital development also proceeded at the technical institutes, whose enrollment rose by over twenty percent during this period.

The administration and function of the technical institutes came under examination in 1969, when the Minister of Education appointed a committee to investigate the causes of an institutional crisis which developed at the Southern Alberta Institute of Technology in 1969. Although certain administrative changes introduced that year seemed to be the specific cause of discontent among staff and students, a general atmosphere of uncertainty concerning the function and status of the Institute also contributed to the conflict. Throughout the 1960's, the Institute had been developing an increasingly comprehensive range of non-technical programs, such as business administration, journalism, graphic arts, and various medical paraprofessional programs, which had given it more of the characteristics of a community college. Apparently the fear was widespread among students and staff that these new program areas might be curtailed in favor of a return to concentration on trade and technical programs. A report to the Minister's Select Committee on the Institute's operation recommended that the government clarify its policy regarding the technical institutes in support of their comprehensive role of providing general, technical, and non-technical vocational and paraprofessional education. The Minister's Committee endorsed the more comprehensive orientation of the Institute, and recommended that both technical institutes be transferred to public control through the appointment of Boards of Governors. However, this proposal was once again rejected. The institutes remained under the administrative control of the Department of Education, but continued to diversify their program offerings. The development of more comprehensive curricula in the technical institutes paralleled similar developments in the public colleges, and the consolidation of these institutions into a single college system was repeatedly but unsuccessfully recommended.

The technical and vocational education sector thus underwent a number of important changes between 1967 and 1971. The Adult Occupational Training Act transformed the basic federal role from one of direct support of vocational programs to one of indirect support through student placement, although federal agencies such as the Department of Regional Economic Expansion did become involved in financing the establishment of new vocational training facilities. Both the federal and provincial governments increased their emphasis on providing educational services to disadvantaged groups. At the same time, the province's technical and vocational institutions were expanding their curricula to include a wider range of applied arts, general, and paraprofessional programs similar to those offered in public colleges. This development trend was leading in the direction of the consolidation of at least the non-university sector of higher education in the near future.

In the late 1960's, the pressures for administrative reform and new service priorities which had built up during the preceding decade finally produced major results. The manpower requirements of Alberta's increasingly diversified economy led the public colleges, agricultural and vocational colleges, technical institutes, and vocational centres to develop a greater variety of vocational, paraprofessinal and general education programs, and government policies and financial priorities supported this move toward increased comprehensiveness. At the same time, continued high demand for university education resulted in considerable expansion of the two established universities and the creation of two others. The stabilization of enrollment which began in 1970 suggested that these institutions had been generally successful in meeting the demands of their traditional clientele. Efforts were also being made at both levels of government to extend services to groups whose access to higher education had formerly been seriously restricted. The provincial government's goal of developing a "comprehensive services system" to equalize access to education and other "human development" programs[38] epitomized the general trend in the development of post-secondary services during this period.

The attainment of these goals of comprehensiveness and universal access with a minimum of excess duplication and wasted resources required systematic coordination of the increasingly diverse and widely-dispersed network of post-secondary institutions. To meet this need, the government established autonomous commissions to coordinate the activities of the universities and colleges, while the Departments of Education and Agriculture retained responsibility for technical/vocational and agricultural education respectively. Organized coordination on a "subsystem" level represented an important advance from previous practice, but many experts felt that further consolidation of the system, at least into two sectors, university and non-university, was required, and the establishment of a commission to coordinate the entire post-secondary system was also recommended. The indirect commission form of coordination was common practice in Canada, and was a logical first step for governments which had traditionally assumed a fairly passive role in supporting the development of higher education. The separation of the university and college systems was considered necessary, at least temporarily, to emphasize the distinct, autonomous status which the colleges had recently attained, after a decade in which the university and public school systems had exercised considerable influence over the junior colleges. The government's reluctance to integrate the technical institutes, vocational centres, and agricultural colleges into the college system, in spite of numerous recommendations to this effect, probably stemmed partly from a desire to retain the direct control of these institutions which the government had always held, and partly from simple inertia. The development of government coordination mechanisms for the university and college systems was balanced by the creation of autonomous governing boards for the public colleges and by further concessions to university autonomy, but the coordination and administration of the technical and agricultural sector underwent few such changes.

While the provincial government's involvement in higher education expanded, the influence of other organizations generally decreased during this period. The Fiscal Arrangements Act and The Adult Occupational Training Act dramatically reduced direct federal influence on higher education in favor of indirect support through the provincial governments and the students themselves. Municipal government influence over the public junior colleges came to an end with the Colleges Act of 1969, and the role of religious organizations in the college sector was also reduced with the transfer of Mount Royal College to public status in 1966 and the integration of Collège Saint-Jean with The University of Alberta in 1970. Of course, the role of the federal government, and of various private agencies, in higher education was not entirely eliminated. However, in the university, college, and technical sectors alike, the provincial government exercised the predominant external influence by the early 1970's. An examination of educational policy and developments in the 1970's will therefore concentrate almost exclusively on the activities of the provincial government and the post-secondary institutions themselves.

By 1971, Alberta's post-secondary educational institutions had developed into essentially their present form. A number of administrative changes and the establishment of three new institutions based on existing facilities were to be the main structural developments of the later 1970's. However, the stabilization of enrollment at the universities, the steady escalation of the costs of higher education, and the priority placed on decentralization, greater comprehensiveness in the system, and universal access to higher education resulted in more attention than ever before being devoted to coordination, financing, and planning procedures.

Systematic planning for the future development of higher education had begun in the late 1960's. Both the Universities Commission and the Colleges Commission initiated Master Planning projects, the latter dealing with the entire non-university sector, and, in 1969, the government appointed a Commission on Education Planning, headed by Dr. Walter H. Worth, to study the province's total educational system and recommend changes in services, administration and coordination necessary to adapt the system to changing social and economic conditions.[39] The recommendations of this Commission and the Colleges Commission Master Plan contributed to a number of important changes in administration and service orientation which took place following their publication in 1972.

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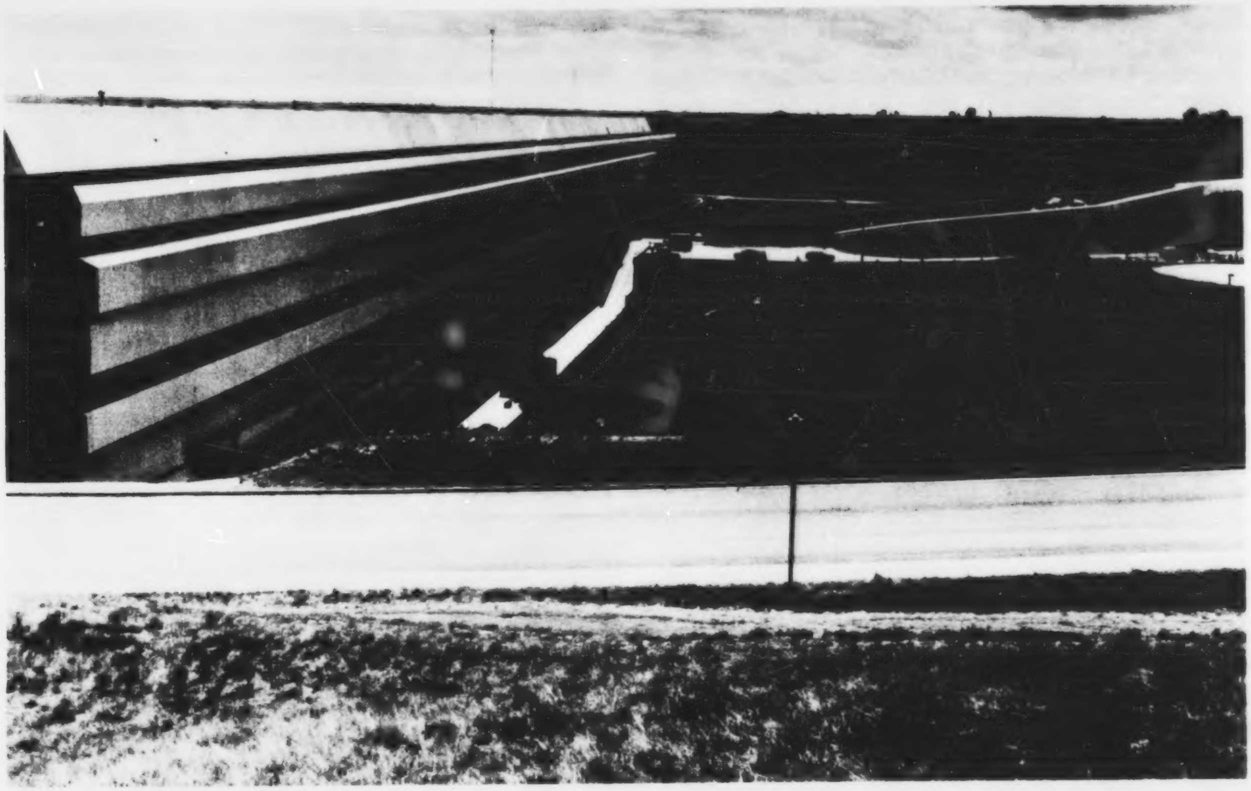

The University of Lethbridge, Academic/Residence Building and Phase II West Wing, 1980.
University of Lethbridge

6. A Mature System of Advanced Education 1972-1980

The creation of the Department of Advanced Education in late 1971 signalled the beginning of a new stage in the development of higher education in Alberta. For the first time in the province's history, a separate government department was charged with the responsibility of coordinating the entire system of post-secondary education. This responsibility was still shared with the Universities and Colleges Commissions and with several other departments for a time, but during the next few years, nearly all post-secondary education and manpower development programs were consolidated under the Advanced Education portfolio. Through this department, the government assumed a more direct and active role than ever before in coordinating the development of higher education in Alberta.

At the same time, administrative power within the system was being decentralized further. Four provincially-administered colleges and the Banff School of Fine Arts became autonomous, board-governed institutions in 1978, and suggestions were made throughout the 1970's that the technical institutes also be transferred to public control. The evolution of this type of dynamic balance between institutional autonomy and government coordination has been the trend in higher educational governance throughout the western world in recent years.

The provincial government integrated and assumed a direct role in coordinating the post-secondary system with two major goals in mind: ensuring that the increasingly comprehensive range of programs offered in the system is made available to all Albertans on an equal basis, and concurrently restraining the growth of public expenditure on higher education. These policy objectives have resulted in the development of new modes of delivering post-secondary educational services to supplement conventional institutional programs, some of which have also been more widely decentralized. Experimentation with the use of advanced communications technology for educational purposes is a specific function of Athabasca University and the Alberta Educational Communications Corporation (ACCESS), and many of the province's other institutions are also developing interests in this field. In recognition of the lifelong nature of education in the modern world, the government has facilitated the development of a province-wide system of adult further education. Geographical decentralization of services has been pursued by establishing some new institutions, such as the Alberta Vocational Centre at Lac La Biche and Lakeland College, part of whose mandate is to provide programs off campus in various centres in northeastern Alberta, and by encouraging the formation of institutional consortia to offer programs in areas not served directly by a post-secondary institution. All of these projects were aimed at broadening the range of educational services available, particularly to those whose access had traditionally been restricted by distance, age, or full-time employment. Another common feature of these undertakings has been the emphasis on utilization of existing facilities rather than the expensive construction of more and more conventional campuses.

This approach reflects the concern with the burgeoning costs of higher education which has also become common throughout the western world in the 1970's. While inflation has caused expenditure for post-secondary education to skyrocket, the conventional theory that investment in higher education contributes directly to economic growth has recently been refuted, since many countries which have invested heavily in higher education for decades are currently experiencing little or no economic growth. At the same time, young people have begun to challenge the assertion that higher education, particularly university education, necessarily leads to highly-paid employment and better standards of living. Periodic decreases in university enrollment, changing views of post-secondary education as an economic and social investment, and a desire to curtail government spending in order to curb inflation are among the factors which led the government to introduce a policy of restraint in post-secondary educational funding. However, while this policy has predictably produced a certain degree of confrontation between the government and the province's post-secondary institutions, it has also had the positive effect of focusing attention on ways of making both the educational process and the administration of higher education more effective and efficient. The establishment of institutional priorities and planning bodies, and the development of joint government-institutional mechanisms for planning for the future development of post-secondary education have taken place largely as a result of the financial exigencies of the inflationary period of the 1970's. Fiscal restraint has also been balanced by expanded government expenditure in certain key areas. Increases in tuition fees in recent years have given rise to concern that the access of lower-income groups may be restricted, but following a study of this issue, the government has announced plans to modify and expand its student assistance programs to counter this danger. The government has also provided grants for special purposes, such as improving library holdings at the universities, and has recently committed well over $100 million for expansion and further decentralization of various post-secondary services. Research funding, much of it channelled through various new research agencies, has also been increased in keeping with the government's goal of making Alberta a major research centre.

In general, the 1970's may be viewed as a period in which Alberta's system of post-secondary education reached a mature stage in its development, in the sense that it came to be coordinated as a single system, which was directing its attention more towards qualitative improvement and operational efficiency than towards simple quantitative growth, and which was aiming at equalizing access to higher education, through a wide variety of conventional and innovative means, while attempting to adjust to the financial limitations made necessary by current economic conditions.

Consolidation, Coordination, and Autonomy

During the 1971 election campaign, the Progressive Conservatives had stressed the need for a separate Department of Advanced Education to supervise and coordinate all post-secondary education in the province. Shortly after the Conservative victory in August, 1971, the new premier, Peter Lougheed, announced the creation of this Department, and appointed James L. Foster as Alberta's first Minister of Advanced Education. The general purpose of the Department, in Foster's words, was to "pull together the sometimes divergent activities of advanced education in this province" by coordinating "the activities of the Universities Commission and the universities, the Colleges Commission and the colleges, vocational and technical training, continuing education and student finance." More specific and immediate Department goals included improving transfer procedures, developing programs of continuing education and expanding educational opportunity in rural areas, and facilitating better long-range planning for the system.[1]

The Department of Advanced Education, which was formally established in 1972, assumed direct administrative authority over the technical institutes, vocational centres, and other post-secondary and continuing education programs formerly operated by the Department of Education, and over the agricultural colleges, which were transferred from the jurisdiction of the Department of Agriculture. While specific responsibility for university and college coordination remained vested in the two Commissions, an Advanced Education Council, composed of representatives of the Department and the Commissions, was created to deal with matters of common concern in the system, which included transferability, student assistance, enrollment trends, and the future role of the Universities and Colleges Commissions.[2] The government was clearly moving by stages toward the complete consolidation of post-secondary education under the Department of Advanced Education.

The reports of the Commission on Educational Planning and the Colleges Commission Master Planning Project, both published in 1972, provided additional support for the policy of direct, system-wide government coordination of higher education. Both reports recommended the integration of the post-secondary system under the Advanced Education portfolio, although they differed slightly regarding specific organizational structures. The Worth Commission saw the Department itself as the coordinating agency, while the Colleges Commission Plan proposed the creation of a Planning and Review Board under the Minister of Advanced Education to function as the planning, coordinating, and policy-making body, for which the Department would perform executive functions.[3] Both reports concurred, however, in the view that the Universities and Colleges Commissions should be dissolved, and that responsibility for university and college programs, and for the nursing and related health programs, apprenticeship programs and private trade schools, forest technology and other programs which were operated by other government departments, should be transferred to Advanced Education. Such a consolidation of the post-secondary system, it was assumed, would facilitate better planning and more efficient resource allocation, channel institutional competition toward improving the quality of service, and ease the problem of transfer between institutions by eliminating distinctions of status between the various sectors of higher education. The Worth Report also stressed the value of direct government coordination, arguing that commissions and other "buffer" agencies are less open than the government to public influence, and that they tend to "open up convenient avenues for avoidance of responsibility by government."[4]

In August, 1972, the provincial government, in accordance with these recommendations for consolidating the post-secondary system, announced that the Universities and Colleges Commissions would be dissolved the following year. In May, 1973, the Department of Advanced Education assumed the responsibilites of the disbanded Commissions. Jurisdiction over private trade schools* was transferred from Manpower and Labour to Advancd Education in 1973, and the Department also acquired full responsibility for its financial and administrative operations, which had previously been shared with the Department of Education. In order to cope effectively with its expanded mandate, and to increase the efficiency of its coordination, planning and resource allocation functions, the Department began an internal reorganization in 1973. The divisions based on service sectors – vocational education, continuing education, and regional colleges –were replaced by functional units: Administrative Services, Program Services, and Special (Student) Services, designed to minimize administrative duplication for each sector of the system. In addition, Six Minister's Advisory Committees (University Affairs, College Affairs, and Student Affairs, Technical/Vocational Education, Native People's Education, and Further Education) were established the following year to furnish the public input into educational policy development which the Commissions had previously provided.

One of the major objectives of the Department of Advanced Education was to improve the coordination of post-secondary education in the province. To this end, the Department began implementation in 1974 of a Program Coordination Policy, which provided a systematic format through which the Department exercised its responsibility for regulating the establishment or expansion of programs and reducing overduplication of services. The New Course Development Fund, established in 1974 to support the development of new programs, was administered under this Policy. The creation of a Planning and Research Unit the same year further enhanced the Department's capacity to coordinate and plan the development of post-secondary education in Alberta.

A significant step toward resolution of the problems of transfer arrangements was also taken in 1974, with the creation of the Council on Admissions and Transfer. A Committee of the Universities Coordinating Council had recommended the establishment of such a body in 1971, and the Worth Report had also stressed the necessity of developing a province-wide transfer system. The functions of the Council, which reports directly to the Minister of Advanced Education and Manpower, include: reviewing and maintaining a registry of transfer arrangements; developing procedures for a province-wide transfer system; serving as a mediator or arbitrator, upon request, to resolve inter-institutional admission and transfer problems; and recommending changes in legislation, policies, or procedures necessary to achieve a rational system of admissions and transfer.[5] Since 1975, the Council's activities, particularly the maintenance of the Provincial Transfer Guide, have greatly facilitated inter-institutional transfers, and thus broadened educational opportunities in the province.

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* Since 1930, the provincial government had exercised nominal control over private trade schools, but there was little effective coordination of this sector of higher education until 1979, when the Private Vocational Schools Act was passed. This Act provides for more effective regulation of the quality of programs offered in private vocational schools.

A further step in the integration of post-secondary educational services came in 1975, when a combined portfolio of Advanced Education and Manpower was established. In 1973, the Report of the Task Force on Manpower Training and Retraining had recommended the transfer of responsibility for apprenticeship programs and trades certification from the Department of Manpower and Labour to Advanced Education.[6] The Task Force believed that manpower training and higher education were intimately related, and that closer liaison was necessary between Departments responsible for these programs. In 1975, the government acknowledged this linkage between education and employment by transferring the Manpower Division from Manpower and Labour to Advanced Education. At the same time, the former Minister of Manpower and Labour, Dr. A.E. Hohol, became the first Minister of Advanced Education and Manpower, and the Manpower and Labour Planning Secretariat was also transferred to Advanced Education, to take over and expand the functions of the Planning and Research Services Unit. This departmental reorganization also included the formation of a Field Services Division to administer provincially-owned institutions, and the dissolution of the Special Services Division.

The formation of the Advanced Education and Manpower portfolio resulted in the consolidation of most post-secondary education and manpower development programs under a single coordinating body. However, a number of programs, particularly in the health-related occupations, remained under the jurisdiction of other departments. In a 1974 policy statement, the government had explicitly assigned responsibility for the preparation of health manpower to Advanced Education, but the hospital schools of nursing and several related health programs continued to operate under other departments. The Nursing Aide Program and the Combined Laboratory and X-ray Technology Programs were transferred to Advanced Education and Manpower from Social Services and Community Health in the late 1970's. Following the report of the Task Force on Nursing Education, in 1977 the government issued a policy statement on nursing education which once again assigned full responsibility for nursing education to Advanced Education and Manpower.[7] However, while planning is proceeding for the integration of the four remaining hospital nursing schools, all located in Edmonton or Calgary, into the advanced education system, they continue to operate under the Department of Hospitals and Medical Care.* The Committee on Nursing Education of the Universities Coordinating Council plays a major role in coordinating this important sector of advanced education, the importance of which has been re-emphasized by recent events. However, while a number of jurisdictional divisions still exist in the post-secondary system, the Department of Advanced Education and Manpower is involved in coordinating all aspects of higher education and manpower development in the province.

In addition to system-wide coordination on the provincial level, Alberta is involved in educational activities at the regional, national, and international levels. Through the Western Canada Post-Secondary Coordinating Committee, Alberta cooperates with the other western provinces in supporting programs, such as Veterinary Medicine at The University of Saskatchewan, for which demand is sufficient for sustained operation only on a regional basis. The Committee also deals with other areas of common concern to the four western provinces, such as distance education, communications technology, student aid programs, and the preparation of health manpower. At the national level, Alberta is actively involved in the Council of Ministers of Education, Canada, which was established in 1967 in an attempt to compensate for the absence of a national ministry of education in Canada, and the consequent difficulties in formulating national policies and goals in education. The Council concerns itself with increasing interprovincial cooperation in educational matters, studying areas of common concern, such as the financing of post-secondary education and research, minority language education, and student assistance, and with educational developments at the international level, often through organizations such as UNESCO, the Organization for Economic Cooperation and Development, and the Commonwealth. At the same time, a number of Alberta's institutions have become involved in educational exchanges, conferences, tours, workshops, and other international activites, and several countries have expressed interest in purchasing places at Alberta universities and technical institutes. In response to this increased level of international activity, consideration is being given to the issue of coordinating and facilitating the involvement of Alberta's post-secondary system in the world-wide educational arena.

Since 1971, higher education in Alberta has been integrated into a provincial system. It would, however, be misleading to deal with this process without mentioning a number of proposed or attempted steps toward further consolidation which have been abandoned or shelved. In 1973, the Department of Advanced Education initiated a review of legislation pertaining to higher education which resulted in the preparation by 1975 of a draft Adult Education Act. This Act would have consolidated legislation concerning universities, colleges, technical, vocational and continuing education, private trade schools and student finance, but opposition to the bill on the part of a number of institutions led to its abandonment in 1976. Several proposals for amalgamating various institutions into multi-campus conglomerates have met the same fate. The Colleges Commission's Master Plan proposed incorporating the Alberta Vocational Centres in Calgary and Edmonton into the public colleges in those cities, and converting the Forest Technology School and Vermilion College into satellite campuses of Grant MacEwan College; Fairview College into a satellite of

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* Similarly, the Hinton Forest Technology School operates under the jurisdiction of the Department of Energy and Natural Resources.

Grande Prairie College; and the Alberta Petroleum Industry Training Centre into an adjunct of NAIT. The Task Force on Manpower Training and Retraining made similar recommendations for incorporating AVC Fort McMurray, the Forest Technology School, the Alberta Petroleum Industry Training Centre, and Vermilion College as satellites of NAIT; AVC Grouard and Fairview College as satellite campuses of Grande Prairie College; and Olds College as a satellite of SAIT. The amalgamation of Fairview and Grande Prairie Colleges into a federated "College of the Peace" was also proposed in 1974 in the report of a study conducted into the educational needs of the Peace River region.[8] However, none of these proposed mergers have taken place, despite assertions that the move toward larger systems and away from complete autonomy for each institution is a general and positive trend in higher education throughout the world.[9]

In Alberta, the trend toward increased government involvement in post-secondary education has generally been balanced by a parallel trend toward expanding institutional autonomy. Both the Worth Report and *Master Plan Number One* supported the concept of public control of post-secondary education. Since the entire society supports and benefits from higher education, they argued, the operation of educational institutions must not be left in the hands of either the government or educators and students exclusively. Both reports therefore recommended that each institution in the system be governed by a public board. In practice, this would entail granting autonomy to the provincially-owned colleges and technical institutes, since it was assumed that the vocational centres would be incorporated into the public colleges, or converted into a college, as in the case of AVC Fort McMurray.[10]

The conversion of the agricultural colleges and technical institutes into autonomous public colleges had been under consideration for several years, but the government had periodically rejected suggestions for such action. The government had always administered these institutions directly and, in one author's view,[11] the problems which led to the dissolution of the Red Deer College Board and the appointment of an administrator for the college in 1972 further increased the government's reluctance to appoint boards of governors for the provincially-owned colleges. However, the development of the former agricultural colleges into more comprehensive institutions finally led the government to proceed with granting board-governed status to these institutions. In 1975, Vermilion College had been incorporated into the new Lakeland College, the heir to the 1971 proposal for a "Community College of Eastern Alberta," and in the same year, the Alberta Vocational Centre at Fort McMurray was reconstituted as Keyano College, and its programs expanded to include a wider range of technological, business, and general education programs. In 1977, the government announced its intention to transfer the four provincially-owned colleges to public control, and on April 1, 1978, Fairview, Keyano, Lakeland, and Olds Colleges finally became full members of Alberta's public college system. Alberta's public college system.

The Banff School of Fine Arts also gained autonomy in 1978. In 1969, a study of the School had suggested that the School might be made an autonomous institution, and in 1977, the Banff Centre Act reconstituted the School as the Banff Centre for Continuing Education and established a Board of Governors for the Centre. The Banff Centre's role was defined as making available a broad range of learning experiences, with emphasis on the fine arts, management studies, language training and environmental training.[12] The Banff Centre Act was also proclaimed on April 1, 1978. In 1979, the Centre began year-round operation, becoming Canada's first year-round conservatory of the arts.

The Institutes of Technology, on the other hand, have remained under the direct jurisdiction of the Department of Advanced Education and Manpower. The appointment of public boards for the institutes has been under consideration periodically for over a decade, but a number of factors, not the least of which has been apparent satisfaction on the institutes' part with their status, have contributed to the maintenance of the *status quo.* Nevertheless, recent statements by the Minister of Advanced Education and Manpower, James D. Horsman, indicate that the question of autonomy for the technical institutes is still under consideration.[13]

In addition to extending autonomous status to institutions which it had previously administered directly, the government introduced several legislative changes in the late 1970's which represented concessions to university and college autonomy. The Universities Act was amended in 1976 to abolish the office of Visitor of a university, which eliminated a symbolic remnant of government involvement in university administration. More important changes took place in 1977, when the universities and public colleges were exempted from the provisions of The Financial Administration Act and The Public Service Employee Relations Act. These amendments represented a significant acknowledgement of institutional autonomy.[14]

The recent government decision to relocate Athabasca University in the town of Athabasca, in spite of the institution's opposition, has brought the issue of institutional autonomy into prominence once again. This matter, however, is somewhat confused because, in contrast to the establishment of other institutions, a permanent site had not been agreed upon at the outset. In light of this, the University's Governing Council has taken the position that it will negotiate the terms of its location in Athabasca on the basis of planning now underway. How this decision will affect Athabasca University and the post-secondary system in the long run remains to be seen, but it now seems likely that a workable solution can be found if concessions are made on both sides. Indeed, given the unconventional orientation of this institution, it is possible that with appropriate government support it could become the centre for a form of technologically-based instruction which will place it at the leading edge of educational practice, not only in the province, but throughout the world.

During the past twenty years, government agencies charged with coordinating and planning the development of higher education have been established throughout the western world. In general, this development was a necessary consequence of the increasing complexity of the educational system, increased stress on social equality, and steadily increasing costs. However, the extent of direct government involvement in the educational system has varied. The "buffer agency" was the common form of coordination in Canada during the 1960's, but in the early 1970's, the Alberta government chose to eliminate these "middlemen" and involve itself directly in coordinating an integrated post-secondary system. While other provinces have retained the commission structure, it seeems that many institutions in those provinces would prefer to deal directly with their governments, since ultimate decisions, particularly on financing, rest with government under either system.[15] By the same token, however, it must be acknowledged that some of the institutions in Alberta, in particular the larger universities, continue to express dissatisfaction with the current extent of perceived government control over their affairs. What this suggests is the need for both sides to take the time to understand each other's point of view and work out appropriate operating procedures. If this can be accomplished, Alberta might come to be recognized as a world leader in the area of coordination of post-secondary education. This is particularly significant since moves toward more direct government involvement in post-secondary education have been common in the United States and other western countries in recent years.

An increased level of government coordination obviously has implications for institutional autonomy. Considering the complexity of modern educational systems, it is difficult to deny the need for coordination to eliminate wasteful duplication and ensure that a broad range of services is provided. Publicly-supported institutions must serve the public interest, and it is the responsibility of governments to ensure that educational policies are adjusted to meet changing needs. However, it is important to strike a proper balance between coordination and autonomy. The Alberta government has generally tried to initiate changes in educational policy in cooperation with the institutions, and the development of coordination mechanisms has been matched by extensions of autonomy.[16] Such a balance is never static, however, and it is likely that further adjustments will have to be made to accommodate the economic and social demands of the 1980's.

Expanding the System's Services

One of the government's main purposes in coordinating the post-secondary educational system has been to decentralize and expand the services offered by the system, so that all Albertans will have access to a wide range of educational opportunities. The necessity of developing new programs and services to meet the needs of groups whose access to higher education had generally been restricted by age, employment, social and economic status, or distance from an institution was a basic theme of the planning reports published in the early 1970's. Adult further education programs, new methods of delivering services at a distance, and off-campus programming by institutions or consortia have been developed and expanded to complement the conventional programs offered by the province's institutions. The colleges, technical institutes, and universities have also expanded their offerings to meet new or increased demand in various fields of higher education. In addition, student finance and other support programs have been improved and supplemented to eliminate social, economic and other barriers to educational opportunity. The result of these efforts has been that, despite financial restraints, a broader range of post-secondary services is available to a larger proportion of the province's population than ever before.

One of the main themes of the report of the Commission on Educational Planning was the life-long nature of education in modern society. The Commission therefore recommended that much greater emphasis be placed on developing further education programs, so that adults could continue to pursue higher education after completing their formal schooling. The important role of further or continuing education, particularly for acquiring new or improved job skills, was also stressed by the Task Force on Manpower Training and Retraining. The Task Force Report, and *Master Plan Number One*, recommended that regional continuing education councils be established throughout the province to identify local educational needs and coordinate continuing education programs in conjunction with the Department of Advanced Education.[17]

Grants for part-time continuing education programs offered by school boards had been provided by the Department of Education since 1954, but no specific support was made available to universities and colleges, whose continuing education programs were supported as part of their overall operating grants. However, overlapping departmental jurisdictions and a lack of coordination and defined policy towards continuing education resulted in some programming gaps, and overduplication of other services. Under the impetus provided by the Worth Report, the Department of Advanced Education began to rationalize and expand the further education system. New funding regulations introduced in 1973 encouraged the formation of further education councils as a means of coordinating services at the local level by providing for a higher level of support for courses approved by such councils. In 1975, a Further Education Policy was inaugurated, and grants for the support of further education programs became available to universities, colleges, provincially-administered institutions, private trade schools, municipal authorities, and non-profit service societies in addition to school boards. The policy set up a systematic procedure for allocating further education grants, and provided for a combination of local and provincial coordination of adult further education programs.

As a result of this increased coordination and support, participation in further education programs expanded rapidly during the 1970's. The number of adults involved in further education courses increased over five times between 1973 and 1978, from 56,000 to 283,000.[18] A province-wide system of over eighty Further Education Councils, unique in Canada, has developed from the thirty-five councils operating in 1971. The councils have been concerned primarily with non-credit "life enrichment" programs, but their mandate has recently been broadened to include the coordination of credit programs in their regions as well. This further education system has significantly expanded the social and geographical accessibility of certain types of higher education in the province, but it represents only a beginning in the development of a much broader system of lifelong education, the need for which is being recognized in all modern technological societies.

Despite the important steps which had been made over the past decades in decentralizing post-secondary services, Alberta's size and population distribution make it economically impractical to provide institution-based programs close to all its citizens. Due to distance, and other factors such as employment, many people do not have access to conventional programs. To meet their needs the government has supported research and development projects in methods of distance education, including the use of advanced communications technology for delivering educational programs; and it is encouraging the formation of institutional consortia to decentralize higher educational services without the costly construction of more and more institutions.

The Worth Report strongly advocated the development of a distance education system, which "would employ a wide variety of learning media, including television and radio broadcasts, cable-vision, correspondence, telephone and tape technologies." It suggested that Athabasca University might evolve a unique role in this field, and proposed the establishment of the Alberta Academy, an open-learning institute designed to offer a basic post-secondary diploma program which would be transferable to the province's universities, colleges, and technical institutes. Both these institutions would be served by a radio, television and computer network operated by a Crown Corporation with the acronym ACCESS. A province-wide system of Learning Resource Units and computer terminals would be developed under the ACCESS network.[19]

Medicine Hat College, 1980.
Medicine Hat College

While the government's response to these proposals was limited, it did undertake to support the development of some distance education projects. As noted above, the downturn in university enrollment in the early 1970's had led the government to direct Athabasca University to reorient its planning activities in the direction of unconventional learning systems. A pilot project to develop the university on this basis was initiated in 1972, and in 1973, the university admitted its first students in one course, World Ecology. In 1975, an assessment of the pilot project reported that Athabasca University was successfully serving "a distinctive non-residential clientele", who would not likely attend more traditional institutions of higher education. The report predicted that this service, and further experimentation in methods of teaching and learning, would form the basis of Athabasca's contribution to post-secondary education in Alberta.[20] The government consequently granted Athabasca permanent status as an undergraduate university in November, 1975. Since that time, Athabasca University has developed courses in business and administration, the humanities, and social and physical sciences. These courses are generally delivered through a combination of correspondence techniques, audio tapes, in-person tutorials, and occasionally, television programs. Due to the University's concentrated efforts, course enrollments have increased dramatically, from 150 in 1973 to over 4600 by 1979-80; a dramatic growth record considering the relative stabilization of conventional university enrollments during the 1970's.

The innovative nature of the University is expressed even in its administration. An amendment to The Universities Act in 1977 authorized the establishment of a unicameral governing authority for a university, and in April, 1978, a permanent Governing Council for Athabasca University was appointed. The Council combines the functions of the traditional Board of Governors, General Faculties Council, and Senate. Athabasca University is currently involved in planning for its upcoming move to the town of Athabasca, where it will finally be established on a permanent campus.

The government's support of Athabasca University's experiments in distance education represents an attempt to decentralize university-level education without developing traditional university facilities in more areas of the province. The establishment of the Alberta Educational Communications Corporation (ACCESS) in October, 1973 was another aspect of this innovative approach to the decentralization of educational services. ACCESS commenced full operations in April, 1974, when it assumed control of Radio CKUA and the educational television networks in Calgary and Edmonton (MEETA and CARET).[21] In the last six years, ACCESS has produced an impressive number of educational television and radio programs, oriented toward all educational levels, from Early Childhood to Further Education. Instructional kits utilizing slides, films, video and audio tapes, and printed materials have been developed for distribution, and ACCESS has also cooperated with Athabasca University and other institutions in producing media components for a number of courses. Through its secondary role ACCESS also performers a valuable function in supporting the educational objectives of other departments and agencies in the areas of cultural and social issues, economic affairs, and vocational and avocational interests.

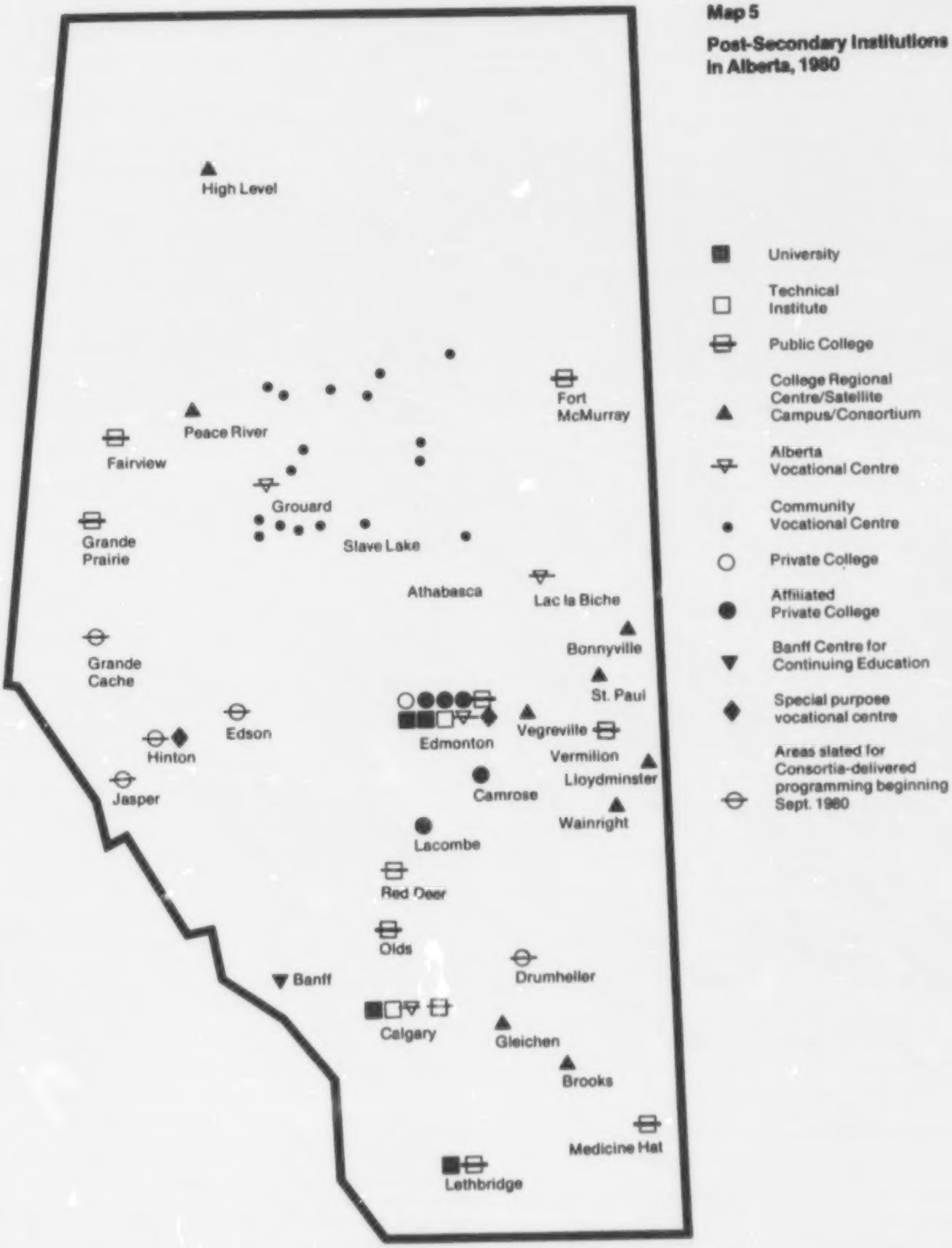
In addition to its support of the activities of Athabasca University and ACCESS, in 1974 the Alberta government established an Innovative Projects Fund to support and encourage the development of new methods of education. A number of institutions, some with support from this fund, are developing computer-based instructional systems, while experiments with the use of other forms of advanced communication technology, including satellite transmission and new television- and telephone-based information systems, have also been initiated. While these developments are still in their infancy, they illustrate the numerous possibilities for extending post-secondary educational services virtually into every home.

Notwithstanding the above developments, the majority of post-secondary educational services available in Alberta are still provided by conventional institutions. Decentralization of most programs has been achieved in one of two ways: expanding the range of programs available at existing institutions, and encouraging these institutions to extend services to smaller communities on an outreach basis by establishing consortia or satellite campuses. The main emphasis of these initiatives, particularly in the early 1970's when the government placed a freeze on new capital construction, was on use of existing facilities rather than construction of new campuses.

Post-secondary services in northeastern Alberta in particular were expanded considerably during the 1970's. In 1973, the government established an Alberta Vocational Centre in Lac La Biche to provide and expand upon the services previously offered by Alberta NewStart, Inc. AVC Lac La Biche has developed programs primarily to serve the native population of the region. These include academic upgrading,

Map 5

Post-Secondary Institutions in Alberta, 1980


High Level
Peace River
Fairview
Grouard
Grande Prairie
Slave Lake
Fort McMurray
Athabasca
Lac la Biche
Bonnyville
St. Paul
Grande Cache
Edson
Hinton
Jasper
Edmonton
Vegreville
Vermilion
Lloydminster
Camrose
Wainright
Lacombe
Red Deer
Olds
Drumheller
Banff
Calgary
Gleichen
Brooks
Medicine Hat
Lethbridge
■ University
□ Technical Institute
Public College
▲ College Regional Centre/Satellite Campus/Consortium
▽ Alberta Vocational Centre
• Community Vocational Centre
○ Private College
● Affiliated Private College
▼ Banff Centre for Continuing Education
◆ Special purpose vocational centre
Areas slated for Consortia-delivered programming beginning Sept. 1980

clerical and other occupational programs, and a number of para-professional programs, including early childhood services, community health, and business administration. Similar expansion has taken place at the Alberta Vocational Centre at Fort McMurray, which was converted into a community college in 1975. Keyano College has developed a broad range of programs designed to meet the industrial needs of the rapidly-developing Fort McMurray area, and has recently begun to offer some university programs as well.

Another new college was established in eastern Alberta in 1975. Lakeland College was created after a study of the educational needs of the region recommended the formation of an interprovincial college which would provide services throughout the Lloydminster-Vermilion-Maidstone region of Alberta and Saskatchewan. The Lakeland College Establishment Plan, which was based largely on this study, provided for the College to operate the former Agricultural and Vocational College at Vermilion and to offer vocational, technical, agricultural, and some university courses throughout its region. Vermilion would be the site of the only permanent campus, but all communities in the area would be served on an outreach basis.[22] Lakeland College currently maintains regional offices in Bonnyville, Lloydminster, St. Paul, Vegreville, and Wainwright, and has recently entered into discussion with the Minister of Advanced Education and Manpower and other government representatives concerning its plan for permanent regional campuses in a number of communities in the area, in which considerable economic growth and a major influx of population are expected to accompany the development of its heavy oil resources in the near future.

The province's established institutions also continued to expand their programs and services during the 1970's. Notable examples include the establishment of Faculties of Environmental Design (1972) and Law (1976) at The University of Calgary, and the development of programs in Management Arts and Native Studies at The University of Lethbridge. The latter university aslo initiated an innovative system of Cooperative Studies. The public colleges continued to diversify their program offerings, particularly in professional and paraprofessional fields such as nursing and other health and social service occupations, and in technical and trades education. The two technical institutes have also developed a wider variety of programs, both in modern technical fields such as electronics and computer technologies, and in the applied arts. This diversification of programs was coordinated by Advanced Education and Manpower in an attempt to ensure that the resources available for post-secondary education were used to maximum benefit.

One of the major areas of growth in the post-secondary system in the 1970's was that of apprenticeship training. Alberta's economic prosperity has stimulated a tremendous demand for tradesmen which the technical institutes could no longer meet by the 1970's. Since 1975, the number of registered apprentices has more than doubled, to the point where Alberta trains nearly one quarter of the apprentices in Canada – more than three times its proportion of the country's population. To meet this tremendous demand, apprenticeship training facilites at the technical institutes have been expanded, and apprenticeship programs have increasingly been decentralized to the public colleges outside of Edmonton and Calgary. The Minister of Advanced Education and Manpower recently announced a major program to expand technical education and apprenticeship training services even further. A new trades and technology institute will be established in the Edmonton area by 1984, and significant expansion of facilities for apprentices and technology students in Fort McMurray, Medicine Hat, Lethbridge, Red Deer, Grande Prairie and Fairview has begun.[23] Over $100 million has been committed to expand apprenticeship and technical training in Alberta in the early 1980's.

While no entirely new institutions were created in Alberta during the 1970's, decentralization of educational services has taken place through establishment of satellite campuses by colleges and provision of services by individual institutions and consortia on an outreach basis to smaller communities. As noted above, Lakeland College has a specific mandate in this field, but many other institutions have been actively involved in such activities as well. Since 1972, Mount Royal College has provided a means through the Old Sun campus on the Blackfoot Reserve at Gleichen for residents of the reserve to obtain educational services. Medicine Hat College established a satellite campus at Brooks in 1979, and is providing direct programming by this means. Post-secondary programs are offered in the High Level area by AVC Grouard and in the town of Peace River by a consortium consisting of Fairview and Grande Prairie Regional Colleges, Athabasca University and AVC Grouard. In June, 1980, a program of further decentralization was announced by the Minister. Similar consortia will provide services in the Yellowhead region, encompassing Edson, Hinton, Grande Cache and Jasper, and in the Drumheller area. The government is also considering extending services into the Crowsnest Pass region and to Drayton Valley. Local advisory committees and the institutions participating in these consortia will determine the programs to be offered in each of these areas.[24]

An Amendment to The Universities Act passed in 1980 will also have the effect of decentralizing university programs to a limited extent, although another intent of the change is to provide for pluralism in Alberta's educational system. The amendment provides for private colleges to offer full degree programs by extending their affiliation with a provincial university to include third and fourth year programs. Undergraduate degrees may henceforth be obtainable through Camrose Lutheran, Canadian Union, and Concordia Colleges.

Decentralization of post-secondary education was a basic feature of system development in the 1970's, and higher educational services have been made accessible, in the geographic sense, to a much broader segment of the province's population. At the same time, student finance and other support services and affirmative action programs have been developed or improved to make the system's services more accessible to those for whom social and economic factors, physical disability, or distance continue to represent barriers to higher education.

A number of significant changes in Alberta's Student Finance Program were introduced in the 1970's. In 1971, the system of grants and loans was replaced by a loan-remission which, while it has certain tax advantages for the student, has been criticized on a number of grounds; including the criteria applied in determining the amount of remission. In 1973, the remission system was expanded to include Canada Student Loans as well as provincial loans. In 1976, the Students Finance Act extended financial assistance to students at private colleges and trade schools, and in 1978 an Appeal Board was established to allow students to appeal the decisions of the Student Finance Board concerning their loans. However, by the later 1970's, student organizations were demanding further reforms of the student finance system, as inflation and tuition fee increases added to the overall costs of obtaining a higher education. Tuition fees at Alberta's universities and public colleges increased by 25 per cent in 1976-77, and by a further 10 per cent in 1978-79, and in 1977-78, a differential fee scale for foreign students was introduced.* Student groups protested these increases, arguing that they would result in decreased access to post-secondary education.

In response to this controversy, in 1978 the government established a Task Force to Review Students Contributions to the Costs of Post-Secondary Education. The report of this Task Force, submitted in December 1978, contained a number of recommendations for change in the students' finance system. These included: establishing a single tuition fee for each type of institution and a fixed ratio of tuition fees at universities, colleges and technical institutes, and vocational centres; reinstituting the grant/loan system and instituting a system of equalization, opportunity, and merit grants to make higher education more universally accessible; eliminating the present distinction between dependent and independent adult students; and improving facilities for student housing and day care and programs for summer employment.[26] Many of the proposals of the Grantham Report were not endorsed, but in 1980, a number of revisions to the student loan program, based on recommendations of the Task Force, were introduced. Dependent students who must move away from home to obtain a higher education will henceforth be eligible for an Alberta Educational Opportunity Equalization Grant of up to $1,400 per year, and Special Assisatnce Grants of up to $2,500 per year will be available to students who demonstrate greater financial need than the present loan program can accommodate. Loan maximums for various professional programs have also been increased. However, a decision on the issue of dependent status has been postponed pending the report of a federal/provincial task force on student assistance.[27]

The announcement of these changes in the Student Finance Program was accompanied by a notice of a further 10 per cent increase in university and college tuition fees for 1980-81. This combination of announcements has served to confirm the government's policy that students should contribute a reasonable percentage of the costs of their education, while at the same time illustrating a commitment to ensure that higher educational opportunities remain readily accessible to the people of the province.

In order to promote and encourage academic excellence, the Minister of Advanced Education and Manpower announced in September, 1980 a highly significant and distinctive program of financial assistance. To be known as the Alberta Heritage Scholarship Fund, with an endowment of $100 million from the Heritage Trust Fund, this program will make available a wide range of scholarships and awards: academic scholarships to post-secondary students for achievement at the high school, undergraduate, and graduate levels; Career Development Scholarships to members of the work force to enable them to pursue further training; Athletic and Recreational Scholarships; and major awards to Albertans who have made outstanding contributions in the Arts, Sciences, and Humanities and Education. The program, which will be implemented by the fall of 1981, will provide approximately 2,000 scholarships, and is intended to reward outstanding achievement, encourage capable students to pursue a higher education, and attract top scholars to the province. Its establishment represents a significant commitment by the provincial government to ensure that academically qualified Albertans are not hampered by financial constraints from pursuing post-secondary education, either in Alberta or elsewhere in the world, as well as a recognition of the contribution that higher education makes to society as a whole. When fully implemented, this program promises to be a truly outstanding contribution by a government to the encouragement of academic excellence among its citizens.[28]

A number of other programs have been initiated during the 1970's to increase the access of various disadvantaged groups to higher education. As a supplement to its participation in the Federal/Provincial Vocational Rehabilitation of Disabled Persons program, which has been operating since 1960, in 1979 the government initiated a five-year, $4.5 million program designed to assist institutions in developing and improving training programs for teachers in special education and for rehabilitation personnel, as well as for those with mental, physical, or learning disabilities. Affirmative action programs to encourage native people to participate in higher education have also been initiated by a number of institutions. A noteworthy example is the Morning Star Project, operated by The University of Alberta out of the Blue Quills School in St. Paul, which is designed to encourage native participation in the teaching profession.

The 1970's, as predicted at the beginning of the decade,[29] was a period of increased social awareness in higher education. Major efforts were made to decrease geographical barriers by decentralizing post-secondary services, and to eliminate age, employment, social and economic status, and physical disability as factors which restrict access to the benefits of higher education. At the same time, however, the government was attempting to limit the growth of its expenditures for higher education, and thus to encourage the institutions to improve their operational efficiency and set priorities for their future development. A much greater emphasis on funding arrangements, planning procedures, and use of innovative educational methods and technologies emerged during the decade largely as a result of this seemingly paradoxical but necessary combination of policies: fiscal restraint and continued expansion of services.

Financing Higher Education and Research

In addition to decentralizing and generally increasing the accessibility of higher education, the government's other major purpose in coordinating the development of the post-secondary system has been to increase its efficiency and consequently to limit the growth of expenditure on higher education. Provincial government spending on post-secondary education increased tremendously during the 1960's, when many new institutions were created, new and old institutions experienced rapid growth, and the provincial treasury assumed a greater degree of responsibility for financing this expanding system. However, by the mid-seventies, it had become obvious that the rate of increase in educational spending would have to be curtailed. Inflation had become a chronic problem throughout the western world, and increasing public expenditure was generally seen as a major factor contributing to inflation. In addition, the conviction that investment in higher education contributes directly to economic growth was being shaken by economic slowdowns. Restraint in spending on all government-supported programs was becoming the order of the day.

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* Despite these increases, however, the proportion of university revenues derived from tuition fees declined from nearly 14 per cent in 1971-72 to just over 11 per cent in 1978-79.[25]

At the same time, the universities were becoming increasingly dissatisfied with the enrollment-based funding formula. Decreases in university enrollment in the early 1970's had resulted in significant revision of this formula, but, as enrollments remained fairly stable into the decade, the universities began to press for the abandonment of this funding system. Consequently, the government dispensed with the formula approach to university and college financing for the 1976-77 fiscal year, and replaced it with a system of global operating grants, which provided for incremental increases on a base budget. This system would be able to provide for necessary increases in institutional budgets even in times of declining enrollment.

However, in the government's view, the most pressing need at the time was for fiscal restraint.* Spending restraints announced in September 1975 placed a limit of 11 percent on the budget increase for 1976-77. This limitation created particular problems for those institutions where enrollment continued to increase significantly. However, special grants have been made in cases of obvious need. In 1979, the government also committed $3 million per year to the universities and colleges from the Heritage Trust Fund for increasing library acquisitions.[30] Nevertheless, the basic policy of restraint in operational financing has remained in force up to 1980. Despite this restraint policy, however, expenditure on post-secondary education more than doubled between 1971 and 1979.

In addition to the primary goal of reducing inflation, the restraint policy was also intended to stimulate interest in making both the educational process and the administration of higher education more cost-effective. While institutions have frequently asseted that fiscal restraint is adversely affecting the quality of their programs, the government has countered with suggestions that the institutions must reassess their priorities and reallocate funds internally to ensure that this does not occur. To a limited extent, the restraint policy has been effective in encouraging such reassessments. The activities of institutional priorities committees and other planning agencies indicate an increased emphasis on efficient operation and a realization of the need to set priorities and plan for future development. The Department of Advanced Education and Manpower has attempted to encourage this emphasis in institutional planning activities, and to develop a consultative planning process involving institutions and the Department. The draft of a revised Program Coordination Policy circulated to institutions in 1980 links the program approval process to institutional long-range planning of both programs and facilities, and also emphasizes that program development must proceed "within reasonable resource limits." To aid institutions in these activities, it is proposed that program development funds be made available for extensions, expansions, and withdrawals of programs as well as the establishment of new programs.[31] Recent experiments with new educational methods and communications technology are also linked to the desire to improve the efficiency of the post-secondary system and thus limit cost increases.

Capital funding was also affected by the emphasis on fiscal restraint. Shortly after taking office in 1971, the new Progressive Conservative government declared a freeze on new capital construction, which included shelving plans for the St. Alberta campus of Athabasca University. This freeze remained in effective force until 1978, when a major capital development program was initiated, including new buildings or expansions at The University of Alberta and The University of Lethbridge; Grant MacEwan, Red Deer, Keyano, and Fairview Colleges; and NAIT. Another package of capital projects was announced in 1980, including a residence for Grande Prairie Regional College, a permanent campus for AVC Lac La Biche, the construction of a new technical school in the Edmonton area, and further expansion at Keyano College. The government has also undertaken to provide a permanent campus and facilities for Athabasca University in the town of Athabasca. In embarking on a program of capital development for the post-secondary system, the government has also noted the stimulating effect this program will have on the construction industry, and on the economies of the communities in which these institutions are located.[32] This illustrates a different, but none the less important, aspect of the relationship between educational policy and economic growth.

The stimulative effect of research and development activity on the province's economy has also been acknowledged by the government, which has actively supported and encouraged research activities in the province as part of its economic and industrial policies. Continuing the trend begun in the late 1960's, the government has established a number of special research agencies and trusts to supplement the research activities of the Alberta Research Council* and the universities. The importance of oil sands and heavy oil deposits for Alberta's future development led to the establishment of the Alberta Oil Sands Technology and Research Authority (AOSTRA) in 1974, and of a research fund, valued at $144 million, to support research into oil sands technology. An Oil Sands Environmental Research Program was initiated in 1975, to support environmental research concerning the development of the Athabasca Tar Sands. In 1977, the Agricultural Research Council was established, and in 1980, the government created the Alberta Heritage Foundation for Medical Research, with an endowent of $300 million, which will generate between $25 and $35 million per year for applied health research. At the same time, the Research Council of Alberta has expanded its activities in the fields of industrial, resource development, transportation, and environmental research, while direct funding of research at the province's universities has increased by over 300 per cent, to over $2.1 million, since 1973.[33] In addition, a Cabinet Committee on Science and Research Policy has been established to supervise the formulation of an overall provincial policy concerning scientific development and research. By

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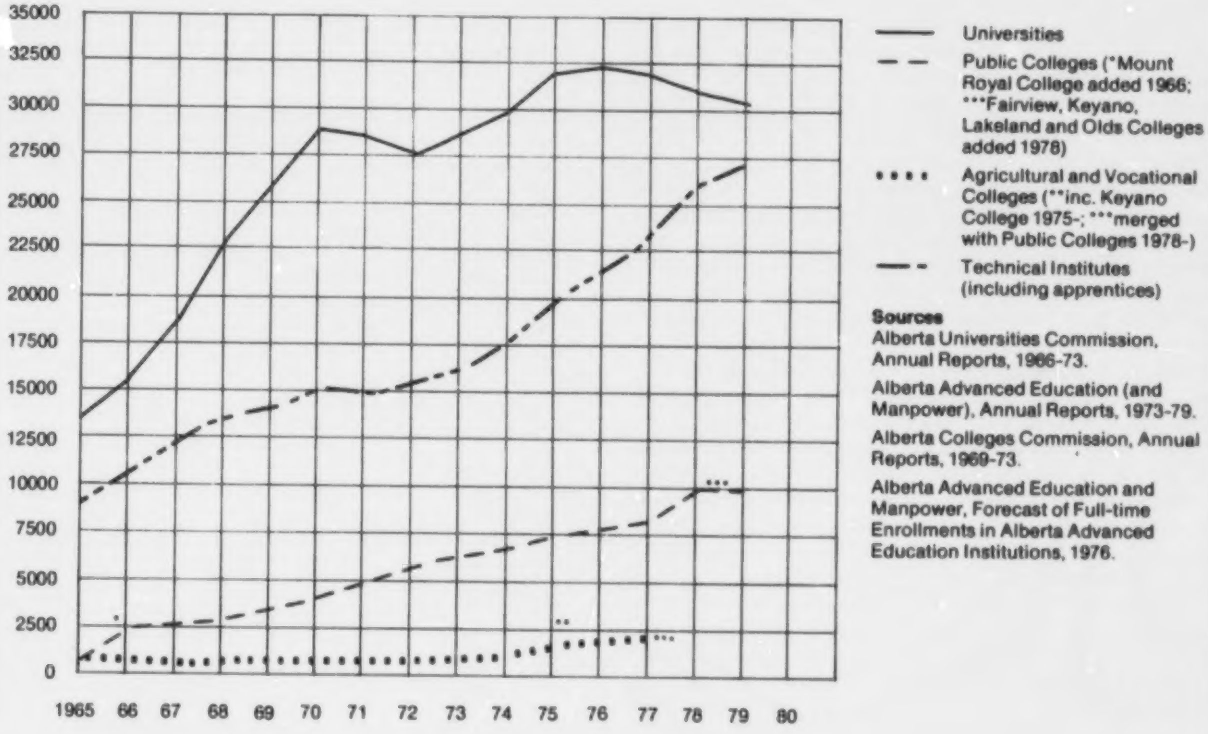
* In 1977, The Federal-Provincial Fiscal Arrangements Act of 1967 expired, and the new Act replaced the federal support previously provided for post-secondary education with an unconditional transfer of tax points to the province. This Act represented a further withdrawal of the federal government from direct financing of higher education.

* The Alberta Human Resources Research Council ceased operations in 1973, and was formally disbanded in 1976.

Figure 5

Full-time Enrollment at Alberta Public Post-Secondary Institutions 1965-1979



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investing heavily in research to promote economic development, the government is once again acknowledging the contribution made by higher education to the prosperity of the province.

In general, the 1970's were a period of restraint in educational funding. To maintain a high quality of service, institutions were encouraged to streamline their operations, reallocate funds and reassess their priorities for development, and eliminate marginal programs. However, the government has recently initiated a number of projects aimed at further expansion of educational facilities and services in the province, and large sums of money have been committed to these projects. This seventy-fifth anniversary year has seen a particularly impressive number of announcements concerning new initiatives in higher education. Further decentralization of post-secondary services, the expansion of facilities for technical and trades training, improvements in the students' finance program, the establishment of the Medical Research Foundation, a major capital development program, and the creation of the Heritage Scholarship Fund have all been announced in recent months. A further commitment of funds for post-secondary education in the 1980's was made recently, with the establishment of the 1980's Advanced Education Endowment Fund, which will provide up to $80 million, in both operating and capital funds, over the next decade to match private donations to the universities, colleges, and other post-secondary institutions. This fund replaces the Three Alberta Universities Fund established in 1970, which provided $25 million in capital funds, of which $20 million was actually allocated, to match gifts to the province's universities during the 1970's.[34] While the restraint policy concerning general operating grants remains in effect, the provincial government has committed a tremendous amount of money to expanding post-secondary services, easing access to higher education, and promoting research for the 1980's. These selective increases in government funding, coupled with a new emphasis on planning for efficient resource utilization, could bode well for the financial health of the post-secondary system in years to come.

Since 1971, higher education in Alberta developed into a mature system in many respects. Post-secondary institutions were consolidated into a single system under a single agency of government, which undertook to provide a greater degree of system-wide coordination in order to expand services and increase the accessibility of higher education while at the same time fostering efficiency and restraining increases in expenditure. The shift in emphasis from quantitative growth to qualitative improvement and efficient operation was a further indication that higher education in Alberta had come of age. As it had been in such areas as teacher education in the 1940's and vocational training in the 1960's, Alberta remains a leader in the educational field; for instance, in developing innovative programs in fields such as further and distance education, and in its experimentation with new educational technologies. The social consciousness evident in Alberta's policies of extending educational opportunities for socially and economically disadvantaged and physically handicapped persons was also fully in accord with world-wide trends in advanced education.

Alberta's post-secondary system has also reached a mature stage in terms of its physical structure. No completely new institutions have been added to the system since 1973. However, all the existing institutions have continued to develop and, according to recent announcements, the last two institutions to be operating in temporary facilities, Athabasca University and AVC Lac La Biche, will soon move onto permanent campuses. More of the province's institutions have also assumed full control over their operations as autonomous members of the post-secondary system.

While considerable expansion of services took place during the 1970's, the decade was also a period of difficult adjustments necessitated by economic conditions, and by an increased tendency to question traditional assumptions concerning the role of higher education. In their campaign for more generous funding, the universities in particular came to realize that public sympathy was not always on their side. This was due not only to inadequate public relations efforts, but to a considerable degree of confusion or disagreement concerning the goals and purposes of universities and other institutions, which has affected even the institutions themselves.[35] Demands for institutional accountability in recent years illustrate the need for agreement on this issue. While publicly funded institutions should unquestionably be accountable to the public, effective accountability presupposes a general consensus as to the activities and functions for which institutions may be called to account. However, as a considerable body of educational literature of the past decade has pointed out, no such consensus exists in Alberta or anywhere else. A recent review of higher education in western Canada notes that "nowhere in the network is there clear evidence of concerted and sustained reflection as to what goals will fit present and future needs."[36] Alberta's Department of Advanced Education and Manpower has encouraged the province's institutions to formulate statements of mission, and some institutions are beginning to evaluate and redefine their purposes and functions, but this represents only the first step in this process. Effective planning for the future development of post-secondary educatin must include attempts to define more clearly the goals and functions of higher education in general, and of the various sectors of the system. As planning commissions and task forces have suggested throughout the 1970's, the general public must have greater input into this process. Closer agreement on this issue will not solve all the problems of higher education, but it may provide a basis upon which solutions can develop.

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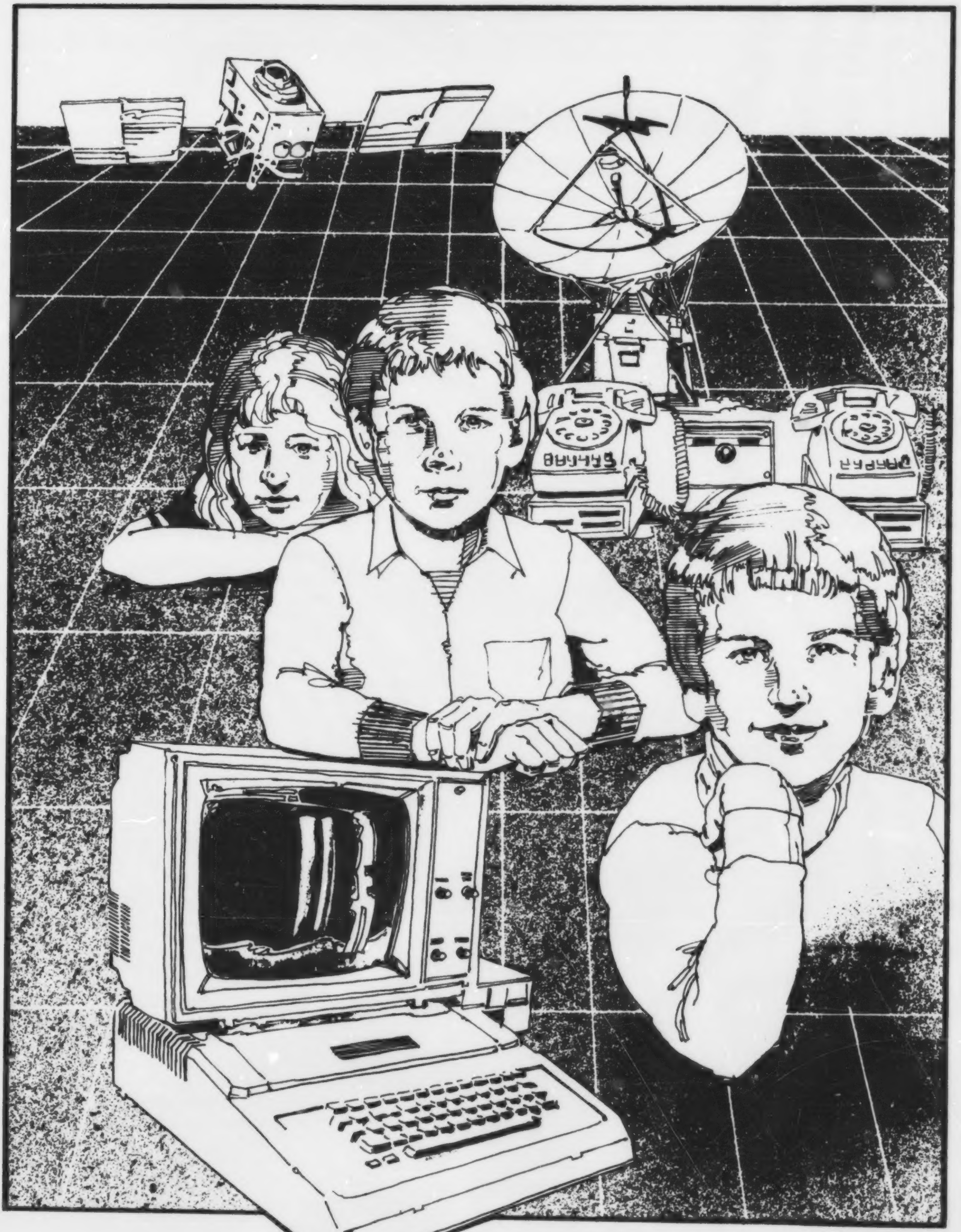

7. Perspectives and a Look to the Future

The preceding chapters have reported the details of seventy-five years of making and implementing decisions which have led to the establishment of an advanced and diversified system of higher education. It is a history of growth both in terms of the number of people being served and the quality and range of educational services provided. More than that, however, it is the story of a province's march forward into a world of high technology, and its constant struggle to ensure that such a world is built on a firm base of local expertise rather than relying too heavily on imported knowledge.

The decisions required to build such a system involve consideration of complex and sometimes conflicting issues: the right of the individual to develop his potential through education, versus the extent to which the state can reasonably allocate resources for such a purpose; the need to train highly qualified and skilled manpower to promote the economic development of the province, versus the need to pay attention to the cultural and social fabric of a community of human beings; the interest of Alberta's citizens in achieving a steadily rising standard of living, versus technologically-produced pressures on the natural environment and the competing claims of other citizens of the global village for their share of the good life. In short, the decisions confronting those who would shape and fashion the educational base of a technologically advanced society are approaching in kind those decisions which more primitive socieites would have left to the gods. When one comes to understand this point, the task that lies ahead appears awesome.

A Diversity of Programs, Places and People

The path along which we have come has led us toward diversity of activity. This diversity has been exercised through separate but interdependent institutions, held together by a steadily increasing involvement by government in coordination and selective allocation of resources.

From the beginning, the march toward diversity has been a major feature of the Albertan educational experience. Sometimes the government was noticeably active in this regard, at other times it chose to be more of a bystander. After its initial burst of activity in establishing The University of Alberta, the Provincial Institute of Technology and Art, the normal schools, and the schools of agriculture, the government played a less direct role for several decades. Factors other than provincial government initiatives provided the major impetus toward the diversification of services. There were, for example, the church groups establishing private colleges; the federal government with its programs for technical and vocational training; and The University of Alberta exercising the natural tendency of a young institution to develop new faculties, schools and programs, including the unique Banff School of Fine Arts.

After World War II came an increasing demand for post-secondary education, and the provincial government began to play a more active role. Its influence was felt particularly in the development of the public colleges in the late 1950's and 1960's. Although school boards and local citizens' groups were primarily responsible for the creation of these colleges, the government attempted to influence their orientation by making its financial support conditional on the establishment of paraprofessional, technical, and general programs not available in the universities. The policy of encouraging comprehensive offerings in the colleges was clear and explicit in the 1958 college legislation. But such are the whirling currents in the social environment that this policy became muddled in the 1960's, as burgeoning university enrollments led the government to conclude that it should provide specific support to enhance the university-transfer function of colleges.

But the social and demographic turbulence continued and the government was forced to direct its attention to establishing clearer policy. Through a series of acts and policy statements in the late 1960's the government finally endorsed the concept of a broader, more comprehensive role, not only for public colleges, but for the agricultural schools and technical institutes as well.

Following this series of interventions with respect to the range of programs and services to be offered by publicly supported institutions, a new Progressive Conservative government in the early 1970's went a step further in the area of program coordination. It created the Department of Advanced Education to exercise a measure of control over the establishment of new programs across the total system, in order to prevent unnecessary duplication of services and inefficient use of the limited resources available for higher education. Thus the government's position on the question of educational programs has evolved from passive support of program expansion to active advocacy of a particular orientation or direction for further diversification, and then to a position of controlling and rationalizing the overall development of programs throughout the system. Present conditions indicate a need for government and institutions to forge a closer relationship in joint decision-making about what needs to be done in the future.

So far this discussion of Alberta's journey down a path leading to greater educational diversity has considered mainly the question of programs – the "what" dimension. But the question of location must also be considered – the "where" dimension of the diversity issue. Again, government's role has moved from one of limited direction to something much more explicit and deliberate.

Beginning with institutions in Edmonton and Calgary, the government extended limited post-secondary services to Camrose, Olds, Vermilion and Claresholm within a decade, and to three more rural centres during the 1920's. These early moves toward decentralization were often short-lived, and were also limited by their "segregated" nature, in that the rural institutions offered only agriculture and home economics (teacher training at Camrose), while technical education was centralized in Calgary. Nevertheless, this system appears to have met the needs of the province fairly adequately for several decades.

After the Second World War the situation began to change. Greatly increased demand for university education led the provincial government gradually to extend university services to Calgary, and agricultural education was further decentralized with the founding of a school at Fairview. But it was various local educational authorities and the federal government that provided the greatest impetus to decentralization in the 1950's and 1960's. The former were instrumental in founding junior colleges at Lethbridge, Red Deer, Medicine Hat and Grande Prairie, while the federal government supported the creation of a technical institute in Edmonton and the establishment of vocational training facilities in various regions of the province. Thus it can be seen that decentralization was brought about during this period more through the efforts of external agencies than through explicit government policy at the provincial level.

As with the question of providing an increased range of educational programs, the Social Credit government of the day began to pay more attention during the late 1960's to decentralizing educational services as a matter of explicit policy. This was outlined in its White Papers in 1967 and 1970. The establishment of The University of Lethbridge, the system of Alberta Vocational Centres, and Grant MacEwan Community College, and the encouragement of comprehensive programming at the older public colleges all represented attempts to make a wide range of services available throughout the province. Under the new Progressive Conservative government this traditional physical method of decentralization was augmented later in the 1970's by experimentation with unconventional methods such as the multi-media distance education systems of Athabasca University and ACCESS, and the brokerage and off-campus delivery schemes utilized by a growing number of institutions, Lakeland College in particular. More recently, institutions have been encouraged to come together in consortia or to establish satellite campuses in order to take services closer to the small proportion of the province's citizens who do not have ready access to an institution.

At the end of their first seventy-five years of history, the province's citizens are finding that their desire for decentralized educational services and increased access is coinciding with enormous economic pressures for restraint in public spending. This confluence of two great forces has significant implications for the future; changing economic, cultural and social contexts will mean that decisions on the future course of decentralization and access will need to take into account nothing less than a fundamental rethinking of the purpose and nature of post-secondary education.

Turning now to the "who" dimension of the diversity issue, one can quickly ascertain that the operating social policy is to provide equal and universal access to higher education for all Albertans. This does not mean, however, that the government has chosen to remove tuition fees or to make an unlimited number of places available in all programs of study. The principle of a reasonable contribution by the student to the cost of his post-secondary education remains a firm part of government policy. Similarly, while government does not set enrollment quotas for individual programs, it recognizes that in many areas of study, limits are imposed by institutions in relation to such issues as manpower requirements, availability of funds, and institutional balance.

To minimize financial barriers to education, student assistance programs have gradually developed. Provincial government assistance to university students and student nurses was initiated in 1953, and was extended to students of public colleges, agricultural schools, the Banff School of Fine Arts, and the Provincial Institute of Technology and Art in 1959. In addition, special assistance for disadvantaged persons in need of vocational training or retraining has been provided through a variety of programs. Of particular significance in this regard is the Alberta Vocational Training Program, which is unique among Canadian provinces. It was established in 1965 as an Alberta initiative, and in 1967 became an Albertan parallel program to national manpower training schemes operated by the federal government.

Another example of Government's intent to encourage participation of adults in post-secondary education was the expansion during the 1970's of further education services. This was achieved through a specific policy of subsidizing non-credit, life-enrichment forms of education organized by a unique network of further education councils spread throughout the province. More recently, this further education movement has become not only the means for facilitating non-credit education, but also a forum exerting a powerful influence over the development of all forms of part-time learning, and the extension of adult education services into the less populated regions of the province.

Through these programs, facilities, and special assistance mechanisms, Alberta has demonstrated her intent to make access to higher and further education a prominent part of her social and economic policy. During the 1970's this theme, often referred to as the "democratization" of adult education services, has been prominent at world forums convened to discuss the development of higher education. The active participation by Alberta's Minister of Advanced Education and Manpower in 1980 in a UNESCO Conference of Ministers of Education of Member States of the Europe Region on this subject is just a further illustration of the province's maturity as a modern industrial state. Along with sister Canadian provinces and the developed countries of the world, Alberta recognizes the higher educational requirements which accompany industrial, technological, and cultural advancement.

These elements, coupled with democratic ideals of social equality, have made the pursuit of universal and equal access to higher education an important priority of the governments of the world's most technologically advanced nations. In its seventy-fifth year, Alberta is playing a prominent role in generating thought and practice in this regard. On the other side of that coin, however, it is faced squarely with the social and economic problems that spin off from active participation in technological and industrial development. As Alberta looks to the immediate future it faces great challenges in acquiring understanding of what needs to be done in pursuing such development in what will clearly be a time of extreme turbulence in the world's economic, social, and cultural affairs. This is a theme to which we shall return shortly. Before doing so, however, it is important to review the development of mechanisms which the province has used to govern and manage its post-secondary educational services.

Weaving the Cloth of Governance: Simple Design to Complex Patterning

The development of structures of governance for post-secondary education in Alberta has taken a course parallel to that of structures for managing the economy: a shift from limited to extensive government involvement. Among the nations of the world, the need to cope with large and more complex economies and the desire to implement needed social programs has led to the replacement of *laissez-faire* economic policies by a large degree of government coordination and control. Similarly, in post-secondary education in Alberta, the ever growing variety, size, and geographical dispersion of the enterprise, coupled with the government's desire to fulfill certain social goals in education, have resulted in steadily increasing government involvement with and coordination of what has clearly become a system of post-secondary education.

In the early decades growth was slow, and interconnection among the smaller number of units was of limited importance. In consequence, responsibility for higher education was divided among several government departments, or delegated to The University of Alberta. Little importance was ascribed to planning and coordination.

This situation existed for about fifty of the province's seventy-five years, so long in fact that when it should have been obvious that developments had outgrown the fragmented structure, government was slow in reacting to changed circumstances. Thus, no effective coordinating body existed during the early 1960's when the enterprise was growing in a rapid and sometimes haphazard manner.

It was this growth spurt, however, that made the formation of effective coordination agencies more imperative. Government policy finally moved to recognizing the existence of subsystems with the formation of the Universities and Colleges Commissions in 1966 and 1969. Notwithstanding this shift, the new structure retained several key features of the old approach: the division of responsibility among several agencies and the preference of government for indirect involvement through utilization of autonomous commissions.

However, the subsystem emphasis of the commissions, and even the commission structure itself, proved to be a brief transitory stage in the evolution of Alberta government policy for handling post-secondary education. The new Progressive Conservative government, coming to power at the end of the tremendous growth period of the 1960's, took a firm position on this issue, and created a unified coordinating structure under direct government control. Thus, the Department of Advanced Education was established with a mandate to coordinate the growth and development of both university and non-university post-secondary education.

The move toward centralized coordination with direct government involvement raises the question of the appropriateness of central decision-making in areas where many would argue for local control. The sense of community settlement and the creation of a new society in an empty land are powerful ideas in Alberta, going back to the early traditions on which viable communities were established in this place of vast geography and often cruel climate. It is not surprising then that the sense of community involvement with post-secondary institutions continues to be an important force in the development of the system of post-secondary education.

For these reasons it is understandable that coincident with centralized coordination has come increased devolution of governance to independent public boards of governors for each institution. The decentralization of university administration and the removal of the college system from university responsibility in the 1960's, and the attainment of autonomous status by the provincially-owned colleges and the Banff Centre in the 1970's, illustrate this trend.

As we look to the future, it is important to note that the pressure on and from government in this regard has probably never been greater than it is in this year of seventy-fifth anniversary celebrations. Operating from a strongly proclaimed policy of decentralization of services to the various regions of the province, the government is seeking ways to respond with economically viable approaches to providing advanced education in smaller centres which do not have their own institutions. In every instance an active local interest group is at work arguing its case, and the government is responding by supporting such concepts as satellite campuses and delivery by a consortium of existing institutions, with local advisory committees playing an important role in determining programs and services.

Perhaps nowhere has the tension between centralized authority, institutional autonomy, and community interest been more graphically illustrated than in the 1980 decision to locate Athabasca University in the town of Athabasca. With this decision the government has clearly challenged the board's authority to determine an important part of its future, but at the same time has argued that the institution through association with a local community will attain an important sense of identity. What makes this conflict a particular source of interest to the history of post-secondary education in Alberta, is that it has occured at precisely the time when all educational institutions are under tremendous pressure to become more productive and cost effective. Given the nature of this industry, the implication of such pressures is clearly towards greater institutional collaboration in areas of common interest and possible emergence of common centralized curricula. How this is to be married with institutional autonomy and local involvement remains to be seen.

Financing the Educational Enterprise

It would be impossible to gain an adequate sense of the potential for future developments in post-secondary education, without an appreciation for the evolution of the financing mechanisms that have supported it. It is all too easy to take public financing of education for granted without giving throught to the crucial influence that the public budgeting process can have on the direction of the educational enterprise.

From the beginning, higher education in Alberta has depended primarily on funding from the provincial government. This was a different pattern of development from that of

Canada's eastern provinces and many older countries, where the roots of higher education go back much more extensively to private institutions. In Alberta the provincial goverment has held a priority interest from the outset. With the exception of a few small private colleges, all of the province's post-secondary institutions drew their revenues almost exclusively from provincial grants and tuition fees for the first fifty years of the province's history.

It was not until the 1950's and 1960's that federal and local levels of government became significantly involved in the financing of post-secondary education. Throughout this period, these additional forms of public financing had a significant steering effect on the system, particularly on the development of technical education (the federal interest) and the creation of public colleges (a priority of municipal authorities). However, by the end of the 1960's local governments had essentially withdrawn from the field and federal funds were coming by way of fiscal transfer, so that provincial grants had once more become the primary source of revenue for Alberta's post-secondary institutions.

It was also during this period that the funding process moved from fairly simple and direct mechanisms to more systematic and complex arrangements. The passage of The University and College Assistance Act in 1964 initiated the system of per-student grants to the university and college sectors which, with some revisions, fueled the extensive growth of the system until 1976. With the creation of the Universities and Colleges commissions in the latter part of the 1960's, budget review and approval mechanisms were set up which provided the basis for the detailed financing system that developed in the 1970's.

It was during this last decade that a highly integrated and comprehensive approach was adopted. Through a series of steps in 1971, 1973, and 1975 funding for all sectors of higher education as well as manpower development programs were brought together under a combined Advanced Education and Manpower portfolio. Moreover, in 1976 the enrollment-based grant formula was replaced by a global operating budget system, and thus an era of closer government scrutiny of educational budgets began. Finally, a further withdrawal by the federal government from direct post-secondary educational financing in 1977 saw the reins of financial management more firmly grasped by the provincial government, with the concomitant responsibility for developing an appropriate financial policy to provide direction to a large and complex educational system. This latter task has been made more difficult by the troublesome impact of world-wide inflation and concerns about over dependence on revenues from non-renewable resources.

This uncertain economic context raises another important policy issue closely related to the funding of higher education: the question of how and to what extent to provide support to research. As this activity has become a critical element in the determination of the province's effectiveness and competitiveness in a world of high technology, it can be expected to receive close attention from the provincial government in the years ahead.

From the historical perspective, research funding mechanisms, like those of higher education in general, have moved from the simple and direct to the varied and complex over the last seven decades. For more than forty years, research funds were channeled exclusively through the Alberta Research Council and The University of Alberta. Both organizations remain today as keystones of the research activity in the province, but in addition there has grown up a broad array of other research operations. Included in these is a greatly expanded university community, a strong in-house capability in particular provincial government departments, and a variety of specialized research agencies and research trusts. In addition to the provincial grants provided through the above means, a significant but varying federal presence has existed over the years, exercised mainly through the activities of the national research granting councils. Apart from public sector expenditure on research, there is growing activity in the private sector as well, and even examples of combined public and private funding such as the Alberta Oil Sands Technology and Research Authority. The recently announced 1980's Advanced Education Endowment Fund also provides a mechanism for joint public-private funding of research through the establishment of university chairs on a matching fund basis.

Notwithstanding the above, it would not be unfair to say that as Alberta faces what promises to be a turbulent period of economic activity and an era that could see exponential change in technology, the province, like the country as a whole, stands vulnerable to control by outside interest because of a lack of a carefully worked-out policy and strategy on the support of Alberta-based research. The subject has been receiving "on-again-off-again" attention at the political level during the latter part of the 1970's, but clear direction for the future has not been forthcoming. The issue is large, complicated, and multijurisdictional; but its significance to the future of the province is so great that it seems certain that it will become a major area of provincial concern in the years ahead.

Not unrelated to the research issue is the matter of provincial support to a student assistance program. Current concern about a growing shortage of highly qualified manpower to conduct a sustained research and development activity in the province has triggered the decision to commit some Alberta Heritage Trust Fund resources to research fellowships. This type of consideration is illustrative of the place that student assistance has assumed in the financing of post-secondary education. From simple loan and assistance schemes to increase the supply of teachers and nurses and to encourage university education, this activity has expanded over the last two decades to include all post-secondary students and embraces a complex system of interest-free loans, remissions, and various special grants and bursaries. It is a critical component in providing access to educational opportunity and will undoubtedly remain a highly politicized aspect of higher education.

From this review of the evolution of financing mechanisms for higher education, it can be seen that two characteristics predominate: increasing complexity and systemization; and almost exclusive provincial responsibility and control. The funding mechanism that has developed by 1980 reflects the complex and diverse nature of the system which it supports. Funding procedures aim to control overall government spending on post-secondary education while encouraging development of services for which particular demand exists, or which can stimulate economic or social development in the province. The tension that exists between these two requirements, limits versus new initiatives, will be the touchstone of provincial policy on post-secondary education in the future. This tension provides for us a perspective against which to view that future.

A Sense of Development

In writing this history of advaned education in Alberta, we have sought to place events in the context of the policy questions that had to be answered. In taking this approach our intent was not only to present the issues of the past, but more importantly to develop a perspective in which to consider the policy questions of the future. We call this a sense of development. It can be compared to driving a car in a busy city. One needs to have at all times a clear idea of the route taken, the present location, and the road to be followed. Should these points not be clear, one needs to pull over and sort things out before continuing. This history is an attempt to provide that important sense of how things developed and where they might go from here.

So far we have traced the journey out of the open, uncluttered landscape of early Alberta life, through the slightly busier streets of post-war development, and now we are getting into the inner-city congestion of a high technology society. Finding the way from here would, of course, be a lot easier if we had a street map. But we don't. All we have is information from the past and the sense of patterning that we have imposed on that information. This we must use to guide our journey into the future through a steady stream of judgments and decisions.

In order to get a sense of that future, it is necessary to look more closely at how developments in post-secondary education relate to developments in the economic, social, cultural, and demographic contexts in which education takes place. We begin with the economic.

In Alberta, as in other technologically advanced societies, development in post-secondary education has been coincident with economic growth. However, beyond Alberta's borders a very important shift is taking place. Clear evidence now exists in many developed countries that despite the massive investment of public funds in education over the past twenty years, economic growth has practically come to a standstill. Moreover, this has occurred in association with high levels of unemployment. It is true that the last condition does not seem to apply in socialist countries; but here the phenomenon is avoided only by large scale underemployment; so from an economic point of view, it amounts to the same thing.

The importance of this changing relationship between education and economic growth for policy development in Alberta is that it provides an early warning signal. It would be a mistake to conclude that the prosperity in Alberta in 1980 is a direct consequence of investment in education. A more accurate interpretation is that at this point of the province's history, educational development is supporting the leverage created by natural endowments. This is an important point for us to grasp. The educational system is helping to maintain our economy, but it is not, at this point of time, really driving it. Alberta's current prosperity has much to do with good fortune, based as it is on resource extraction and associated activites in construction.

Thus, Alberta faces the same significant policy question as other industrialized countries of what investment to make in education over the next ten to twenty years, and for what reasons. The difference for Alberta is that we seem likely to have an economic cushion which, if used wisely, could provide a means for making whatever adjustments are necessary. Further evidence of the need for adjustment can be obtained from considering the social context of education.

In this arena it is somewhat difficult to get a sense of the current condition, because of the subjectivity associated with the issue, and the absence of any clear consensus on appropriate social indicators. One way to proceed is to look at the work on measuring social well-being which the Organization for Economic Cooperation and Development has undertaken.[1] This cooperative effort of so-called developed countries has identified the following fundamental social concerns: health; individual development through learning; employment and quality of working life; time and leisure; personal economic situation, physical environment; social environment; personal safety and the administration of justice; social opportunity and participation. It is not our intent here to debate whether the above list is the right one to be considering, or to argue about what is meant by each item. The important point is that consideration of such issues is an essential activity in directing the development of post-secondary education.

But even more important to realize is that this kind of basic stock-taking cannot be left to academics, politicians, and civil servants. All three groups have crucial roles to play, but if experience has taught us anything, it should be that each individual citizen must take responsibility for social well being. The point in this for education is that it should contribute directly to developing this orientation. If the educational process does not assist people to assume social responsibility, then it is failing badly.

If one thinks carefully about the broad social concerns mentioned above, it is clear that decisions on appropriate related activity require broad-based, grass roots involvement in discussing the issues. Essentially, this implies considerable activity at the community level, where community might be defined in a variety of ways (by location, by occupation, by area of interest) and where individuals will be members of several communities. If we accept such an orientation as appropriate for the social fabric of life, then this has much to say about the role of post-secondary education in the future.

Essentially, it means that a great deal of attention will have to be paid to helping the citizens whose tax dollars support the educational system think through the important issues and participate effectively in their resolution. If the leisurely days of the ivory tower, the isolated campus, the classroom dominated educational system ever existed, they are certainly not going to be characteristic of education for the foreseeable future. For better or worse Alberta has become part of a turbulent, high technology world society. For educational policy this means participating fully in the activities of the society and trying to identify what needs to be done through education to enhance social well-being. There is no alternative to this proactive role. If it means changing some comfortable traditional patterns of behaviour by individuals and institutions, then so be it. There is no alternative to implementing necessary change.

An important part of identifying the educational arrangements that will promote social well-being is to consider carefully the cultural context in which education takes place. There is no fine line that can be drawn between the cultural and social context of provincial life. Each folds into the other. Nor is there any such thing as a common culture, for Alberta has always placed value on preserving cultural diversity with, of course, sufficent common understandings to make it possible for the province to operate as an effective economic and social unit. This almost ephermeral linkage between culture and economic and social viability will continue to be a critical factor in the future. If development of the advanced educational system is to proceed reasonably smoothly, it is important that those who make decisions concerning it have a keen appreciation of this linkage.

What it comes down to, is need for an understanding of what people value and how compatible those values are with economic and social reality. This implies a constant tension between expectations and action, as it is impossible for the educational system to be all things to all people. In this area of human affairs there are no clear answers, no absolutes, and no consensus. If we understand this, then we also know that compromise is both acceptable and sufficient and that continual refinement and change is a way of life. It follows, therefore, that the educational system must have in place mechanisms for decision making which do a lot of listening and observing and which have the capacity for readjustment based on the feed-back received.

But over and above any rational process of decision making there also needs to be a strong element of intuition, that essential human faculty of knowing what to do. It stems from a sense of anticipation rather than reaction. In a world in which rapid and continual change has become a way of life, anticipation is a quality to be highly valued, not only in respect of educational decisions, but in all areas of human activity. Indeed, there is much reason to assert that the cultivation of anticipatory thinking should be the preeminent objective of any educational system in a complex, high technology society.

Turning now to the last of the four contexts of education which we have been considering, the demographic, we find another area in which Alberta is likely to have a cushion against the severe disruptions already being experienced by other developed societies due to the wave of the post World War II baby boom moving through the various social institutions. While the average age in Alberta will increase and there will be a decline in the proportion of the population between eighteen and twenty-four years of age, these changes in Alberta are likely to be ameliorated by a steady influx of population related to sustained economic growth. It can be anticipated, therefore, that the impact on the province's educational institutions is likely to be less severe than in other parts of the developed world.

But Alberta is going to have another set of unique problems because of its anticpated economic growth. It will be required to manage a series of "boom" type situations on the one hand, while facing a continuing need to pay attention to the educational aspirations in a multitude of small but growing communities on the other. This is the traditional problem of growth, but the unique aspect is that this growth will be taking place in a context of high national and international visibility. Under such conditions it cannot be leisurely or comfortable growth. It will be characterized by a continuing series of "on-again-off-again" decisions with very direct consequences on the lives of many Alberta citizens.

Under such conditions the possibilities for values to be distorted will be great. The events recorded in earlier chapters of this history have already shown how difficult it was to respond smoothly to sudden pressures, whether it was the severe economic downturn of the 1930's or the exponential growth of the 1960's. Alberta is going to be facing continuing pressure for growth and development and as such the educational system will have great difficulty in maintaining either a sense of direction or sense of proportion. The greatest danger will be a tendency to pay too much attention to providing quick local responses without taking the time to observe broader societal and cultural issues. The extent to which Alberta can avoid this problem will be determined by the extent to which its citizens and leaders will have the capacity to think things through and entertain visions of the possible rather than self-serving interest in expediency.

The province's road into the future will be determined, then, by the sense of development acquired by its citizens, its institutions, its organizations, and its government. If this sense of where we have come from and where we are going is too narrowly focussed, our future will be constrained accordingly. If ever there was a time to think in big sweeps, it is now. If ever there was a need to put things into a broad perspective, it is now. It is a time when synthesis is more important than analysis; when networks to link people together should begin to replace the hierarchies that tend to keep them apart. The history of the province's development points clearly towards this necessary direction for the future. The confluence of economic, social, cultural, and demographic conditions demands that we steady ourselves for this kind of transition.

Our history suggests a future which emphasizes relationships, because it has shown a steady move towards increased diversity with the concomitant threat of instability and fracturing unless some bonding agents holds the pieces together. At the same time there has been a determination to maintain a policy of decentralization despite enormous pressures to focus activity in larger centres. The tension created by these two forces pushing outwards from each other demands the creation of effective linkages to overcome dangers of economic and psychological disorder.

Apart from but interacting with provincial policies of diversification and decentralization are certain socio-economic conditions. World-wide difficulties in maintaining productive output and employment, coupled with dislocations in family and community life so common in all developed and developing societies, will place great strains upon Albertans as they search for the sense of satisfaction and accomplishment that is such a critical need of the human psyche. In addition, the questioning and rejection of many traditional values, further exacerbated by changing population mixes, will create extreme conditions for conflict unless positive approaches are adopted to facilitate stable human relationships. The educational infrastructure already in place provides a valuable means for Albertans to secure a rich and satisfying future, provided that wisdom to enable appropriate adaptation emerges.

The Way Ahead

The educational system in Alberta will now need to seek a better balance between maintenance functions and true innovation. To place too much emphasis on preparing people to maintain an existing social and economic order will be to fail to understand that a fundamental shift is taking place in the larger world society. While the precise nature of this shift is impossible to predict, the broad outlines are already apparent. They are emerging from the dislocations of the present socio-economic system and from the application of computer technology to production and management.

A predictable outcome of these two interrelated sets of phenomena will be decreasing emphasis on people as units of production and consumption and movement through what

Alvin Toffler[2] has called a "Third Wave" of change toward a more individualistic, wholesome, and ecologically sound society. To those who have become disaffected with the mechanistic view of the world and the people in it, this will be a desirable shift. But if it comes, it will not come easily or naturally, because other options for a more controlled society also exist. Thus, we anticipate an immediate future of conflict, turmoil, and uncertainty about which way things are going. One of the key areas in which this uncertainty will have to be worked through will be the system of advanced education, which is uniquely placed to influence the future of the society it serves, through the orientation it adopts toward its role of preparing people to work and live in the larger society.

One could view this seventy-fifth anniversary year as a water-shed in the history of the province. It could be the time when policies are set in place to move the economic base from an over dependence on physical resources to the cultivation of human resources. The educational infrastructure to promote this shift is already in place, thanks to a sustained commitment over the years to the development of education and to the current policy of decentralization of educational services. What is required now is a qualitative shift in the content and approach of that enterprise. A more equitable balance is required between activities designed to provide people with knowledge and skills that enable them to maintain themselves as viable economic units, and activities and experiences that enable them to participate effectively in the creation of a more stable and personally satisfying human condition.

When Peter Drucker[3] referred more than twelve years ago to the emergence of a "knowledge economy," he was making an important observation. He asserted that the greatest of the discontinuities around us is the changed position and power of knowledge. The significance of his analysis is more apparent today than when it was first made, but from a point of view that Drucker did not consider. His concept of the importance of knowledge was in its application to work: the creation and development of jobs which require a base of theoretical knowledge. What the events of the last decade should have taught us is that as important as that kind of knowledge is, it will not be sufficient to accommodate another discontinuity that is taking place: a break with a mechanistic world view and its accompanying allocation of people into hierarchies based on specialized knowledge.

Current concerns about the economic and social stability of developed countries are calling into question the idea that human affairs can be adequately conducted by pursuing a model where specialized units of human expertise are fitted together like parts of a great clockwork machine. What we are beginning to understand is that everything is connected to everything else, and it is insufficient, in fact most dangerous, to allocate exclusive responsibility to any individual, group, or organization. This is true whether we are talking about professions or governments, scientists or artists, management or labour. Thus, we are moving into a future which will require of all of us as intelligent inhabitants and directors of that future, an ability to function beyond the limits of some specialized body of knowledge.

An appreciation of the importance of the need for a form of human learning in addition to that which produces specialized knowledge, is found in the latest report to "the Club of Rome."[4] This report is important in that it closes a decade of work which began by stressing that there are outer limits which foreclose material growth on a finite planet. It is significant that without abandoning any of the concerns for human survival that triggered the initial statements in the early 1970's about the "limits of growth," the club has turned for a solution to an argument for developing in people "their latent innermost capability of understanding and learning, so that the march of events can eventually be brought under control."

In the kind of world referred to throughout this closing chapter to our seventy-five year history of post-secondary education, the province of Alberta finds itself in an extraordinarily influential position for such a small entity on the world scale. As we write, the provincial government is locked in conflict with the Canadian federal government on the management and control of Alberta's vast energy resources, which have suddenly become a critical factor in the health of the national economy. In addition to the issues of wealth and power associated with these negotiations, there is the overriding issue of the emergence of Alberta as a centre of influence, not only at the national level but also in the sphere of international activies. The most important implication of this development for the province's institutions, whether they be educational, scientific, cultural, religious, business, or governmental, is that they must learn quite rapidly to function in a world context, as well as in a more limited provincial context. This means that they cannot be insensitive to "the world problematique" of political disorder, social and economic inequity, environmental degradation, scarcity, population pressures, unemployment, stagnation, inflation, terrorism, and so on. Indeed, the province has come of age at an extremely critical time in the history of mankind.

But now we must return to the matter of the way ahead for post-secondary education. We have asserted that the system will need to seek a balance between education directed at supporting a relatively well-understood economic and social order in the province, and education which contributes to effective participation in the improvement of the human condition in a global sense. The key issue is to continue what our history has shown to be a very creditable performance in the former mode of education without destroying the capacity to attend to the latter.

Because of Alberta's central importance as the supplier of energy to the nation, the government will be under tremendous pressure to continue the development of its natural gas and unconventional oil reserves. As the latter activity is extremely capital intensive, it requires a huge commitment from the province to build the infrastructure that goes with it. This in turn places heavy pressure on institutions of advanced education to produce the required tradesmen, technicians, engineers, and geologists, as well as the researchers needed to further the scientific development of the enterprise. Associated with this is the training for the multitude of service occupations that go along with such large scale economic activity.

It seems certain that the province will have no choice but to embrace this form of economic development for the foreseeable future. Recent decisions to expand trades and technology training not only in Edmonton and Calgary but throughout the province, show the government's determination to meet the needs in this regard. However, and this is a critical point to consider, for the province's advanced educational system to focus too heavily on meeting this limited manpower demand would skew educational activity away from the comprehensive development required by the province in its coming of age on the national and world scenes. In fact, government economic policy has been addressing this problem for some time by encouraging the diversification of industry, in particular into petrochemicals and electronics, and by providing special attention to the province's traditional agricultural and forestry industries. The institutions of advanced education will be challenged to relate their programming activities to these kinds of developments.

But it would be a mistake to assume that provincial educational activity can merely adopt a reasonably comfortable relationship with provincial economic growth. Such a view was appropriate to the three decades of growth following the end of the Second World War. It does not, however, provide an adequate conceptual grasp of the discontinuities that are already upon us and seem likely to impact more dramatically in the years ahead.

As Drucker has pointed out, the major discontinuity we face is the changed position and power of knowledge. Since the business of a system of advanced education is the creation and transmission of knowledge, it follows that any break of continuity with the past in the knowledge industry will necessitate a break in continuity in the educational system. While formal systems of publicly supported education are a relatively recent phenomenon in the history of mankind, their basic technology for transmitting knowledge is as old as man himself. Essentially, it is a knowledgeable teacher or elder or wiseman passing his store of information on to a learner. When educational institutions were established they were simply organized around this basic concept of teacher-learner exchange. The usefulness and efficiency of that basic concept has been in question for some time, particularly in the second half of this century, when information began to expand at a prodigious rate. But even yet little has been done to change the essential teaching-learning model.

However, we are now on the threshold of an information industry and it will bring with it a concomitant revolution in the way information is stored, processed, and transmitted. This revolution will be accomplished by the marriage of the computer, the basic manipulator of data, with audio and visual communication technologies.

It is significant that the technological development required to launch the educational revolution is coming at precisely the time when the educational budgets that support the conventional system are under a most serious assault. Public questioning of education expenditures stems mainly from a reduced belief that investment in education pays off economically. It seems unlikely that strong faith will return during a period of prolonged economic recession. As such a scenario is inevitable for the next five to ten years, public education, in developed and developing countries alike, is going to be under tremendous pressure to increase its productivity. Almost certainly, the availability of technology to provide a viable alternative will be seized upon by hard pressed administrations and boards of governors.

However, the problem with educational technology is that it will require staggering front-end resources before it can show a glimmer of hope as a viable alternative to the present labour intensive model. With public budgets already stretched tighter than a drum, it will require extraordinary political persuasiveness on the part of education ministers to secure the necessary resources to make the transition.

In this regard Alberta in 1980 is in an extremely interesting and important situation. Since the publication of the Worth Report[1] in 1972, the province has toyed with the notions of educational technology and unconventional delivery approaches. The creation of the Alberta Educational Communications Corporation (ACCESS) and Athabasca University are examples of this interest. In addition, the Department of Advanced Education and Manpower through its Innovative Projects Fund has supported a variety of institutional initiatives, most notably the development of a computer managed learning capability at the Southern Alberta Institute of Technology in Calgary. At the institutional level, The University of Alberta has probably made the strongest commitment to this technology through its support of research and development in computer assisted instruction. Its decision in 1980 to link into the American-based PLATO[*] system will undoubtedly have an important steering effect on the development of computer based education in the province's system of post-secondary education. Even more recently the Alberta Educational Communications Authority has authorized participation by Alberta institutions in the ANIK-B[**] satellite experiments, while Alberta Government Telephones is field testing Telidon[†] and inviting participation by education authorities in the experiment.

Despite all of this activity, however, it would not be unfair to say that post-secondary eduction in Alberta remains massively uninfluenced by instructional technology. Remembering the high costs associated with taking a significant step to change this situation, one can speculate with interest on the possibility that the government will make a substantial commitment from its oil reserves, pumped into the Alberta Heritage Trust Fund, to this endeavour. Clearly, Alberta is the one political jurisdiction in Canada that has the resources to undertake the commitment required, but ironically it is likely to be the one least pressured to do so as its favourable economic position will enable it to continue to provide relatively generous support to the conventional system for some time to come.

Given the mix of possible directions for the system to take, it is interesting to speculate on the role that government might adopt in the future in its interaction with the institutions. As our analysis has shown, post-secondary education in Alberta got underway with government essentially playing a funding role and for the first several decades paying little attention to overall coordination. However, with the increasing system diversity and size which developed during the 1960's and 1970's, government established for itself a firm coordinating role, with growing emphasis in recent years on rationalization of program areas. The current context of a highly diversified collection of institutions and further education councils operating in a condition of rapid cultural, social, and technological change suggests a new, emerging role for government: that of orchestration.

[*] PLATO is a computer-assisted instructional system developed by the Computer Education Research Laboratory at the University of Illinois and purchased in 1973 by Control Data Corporation for world-wide marketing.

[**] ANIK-B is a communications satellite owned and operated by Telesat Canada. It was launched in 1978 and is being used for two-way communications experiments across Canada.

[†] Telidon is basically two-way television evolved from a research program at the Communications Research Centre, Department of Communications, Ottawa. Information, in printed or pictorial form, is prepared by an author, stored centrally in a computer, and called up by a subscriber for display on a modified television set.

The concept of orchestration implies the need for the various parts of the system, like the different instruments in an orchestra, to blend together, while at the same time maintaining their own unique identities. This will become increasingly necessary as resources for education remain scarce, but demand continues to be high. To meet as much of that demand as possible, it seems certain that a Ministry responsible for advanced education will be charged with the task of bringing institutions together in a multitude of complementary activities. Nor will this interplay of resources be limited to public educational institutions. It will embrace other parts of the public sector as well and, in addition, the private sector, as greater efforts are made to advance the development of a knowledge economy.

Indeed, the concept of a knowledge economy suggests that education resources will be found throughout the total society. One consequence of graduating large numbers of people with higher education into society is that the stock of human knowledge increases exponentially. It therefore makes a closed system of educational institutions with campus-bound faculties increasingly irrelevant. A more reasonable direction for the formal education system to take would be to find ways of tapping this vast educational resource and bringing it to bear on the specific educational objectives the system is trying to meet. An emphasis on part-time contractual arrangements through which individuals from all parts of the world can participate as faculty members in many institutions, would provide a greatly needed flexibility from the locked-in patterns that predominate at present.

What this implies, is that more attention be paid to the notion that a great deal of educational curricula can be standardized and distributed over a vast array of interlocking educational networks. The common text book is an existing example of this phenomenon, but we are now on the threshold of being able to develop much more powerful teaching materials than textbooks. Computer-based learning and delivery via satellite or fibre optics provides the critical interactive feature which to date has been missing from passive educational technology. If these new communication technologies can be successfully exploited for educational purposes, then the long-time goal of educators for individualized instruction will have been reached. In fact, the ultimate decentralization of educational services will have been attained: delivery directly into the hands of the individual autonomous learner under conditions largely arranged to suit his needs.

None of the above speculations, however, is meant to imply that there will or should be a large scale, rapid change in the content or delivery of post-secondary education. The current huge investment in physical and human resources will define the system for many years to come. Moreover, the existing institutional arrangements will continue to serve the province well by providing educational opportunities to Albertans and supplying the skilled manpower so critical for continuing economic development.

Rather than wholesale change, what is more likely to happen is that there will be gradual adaptation in the direction of the kind of increased flexibility and cooperative networking described above. A government policy of tight fiscal control coupled with a carefully conceived orchestrating role would enhance this process of adaptation. Hopefully, such orchestration can be done in a context of mutual respect and confidence between government and institutions and among institutions themselves. This means that all parties must be prepared to take the time to think large issues through collectively before embarking on precipitous individual action, or, worse still, applying yesterday's solutions to tomorrow's problems.

Potentially the most serious of tomorrow's problems is what the Club of Rome Report[6] referred to earlier has called "the human gap"; that is, "the distance between growing complexity and our capacity to cope with it." The authors of this Report have asserted, and we would concur, that what is involved here is the development of a new form of learning which is quite distinct from that associated with the acquisition of vocational knowledge and skills. It is learning characterized by two activites: anticipation and participation. It is learning that cannot be acquired by the conventional North American approach of assigning credit to isolated courses taken in separate disciplines.

Our current approach of structuring knowledge in disciplines and then compartmentalizing the teaching function is failing to achieve what its proponents argue to be its *raison d'etre:* liberal education, or the liberation of the individual through broadening his knowledge. What it does for the most part is to occupy the students' time and teach them to jump through hoops while at the same time providing comfortable employment to highly qualified faculty, most of whom have a marked incapacity to come out of their discipline and confront the problem of the human gap. This is not to say that there is no value in what we call liberal studies, but rather that the educational establishment and the larger society it serves have failed to make such knowledge relevant to the complex web of problems that are threatening to engulf the world. True human learning can hardly be said to have occurred when so-called advanced societies continue on a path of conflict and exploitation even to the brink of wholesale destruction, racism, and environmental degradation. Essentially, the issue facing the educational system is sorting out the difference between the education required to certify competence in a given profession or occupation, and what is needed to enable effective citizen participation in a complex technologically-based, highly integrated world-wide society of human beings. We would contend that much of the former type of education can be achieved through tightly structured, largely standardized teaching materials, most of which can be delivered electronically directly into the hands of the student. The second component, the citizen-participation dimension, is handled least well in an artifical classroom environment, is probably not particularly amenable to technological packaging, and requires a great deal of human interaction throughout the entire course of a person's life.

Viewed from this perspective, we should be anticipating, indeed working towards, the emergence of an educational environment that enables people to do two things: acquire and continuously update vocational knowledge and skills in ways that are both cost effective and reasonably accessible; and participate in a variety of community settings where they are compelled to think broadly about critical human problems and act out roles that are life-supporting rather than life-destroying. The first of these activities is what we would classify as recurrent education. Evidence of its emergence is already apparent in advanced societies, including Alberta, but much needs to be done on the policy issues involved for it to become a reality. The second activity is more properly called lifelong learning, and, tragically, because it has to date been perceived to have little economic utility, it receives little formal attention. Clearly, policy decisions by government are required to apply additional resources to this community service activity; and creativity and commitment are required of the educational community to undertake the necessary leadership.

What the above analysis suggests is that the potential exists for large structural change to occur in post-secondary education. As stated earlier, the most likely scenario is gradual adaptation. However, there is also reason to believe that more dramatic changes could occur if the government were interested in pursuing interventionist policies in the development of educational technologies and recurrent education. Should such a strategy be adopted, it is conceivable that the development of the form of lifelong learning described above would also be enhanced. The reason for this is that the kind of flexible restructuring implied in the concept of individualized recurrent education could release a great deal of human energy that is presently bound up in largely unprofitable activity. If such a dynamic were to take hold and be reinforced by community-based, parallel developments in the larger society, it is conceivable that Alberta could quite rapidly find herself at the leading edge of large scale social and educational change.

Conclusion

Of course, the future will remain unknown until it has become the present, and even then there will be disagreement about what actually occurred. Our intent here is not to engage in deliberate speculation about the future, but rather to provide a perspective which values the forward looking process in educational decision-making. We would assert that such an orientation is more critical now than ever before. The founders of post-secondary education in the province, whose efforts were described in the early pages of this work, amply displayed a confidence in the future, and on that basis set important events in motion. Seventy-five years later, however, it is not sufficient merely to have confidence in the future, though that still remains important. The stakes now are so high and the penalties for miscalculation so extreme that today's educational decision-makers must go about their work with greater deliberation and comprehensiveness. What is required is an educational policy-planning process that takes an integrated view of the context in which education operates and makes careful assessment of the potential for quantitiative and qualitative change.

In our brief survey of post-secondary education in the province, we have identified what we believe to have been the key stages in a movement from isolated autonomous institutions to what is now a system of education in which the main feature is interdependence, though the autonomy and uniqueness of the institutions are preserved. The role of government underlying this development shifted from that of a simple funding agency to one of active coordination tied to a policy of decentralization.

In these closing pages we have looked forward to the potential for closer integration of institutions, encouraged by a government strategy of orchestration, and leading towards greater individualization of services. We have looked somewhat uneasily at the impending signs of turbulence as major discontinuities take hold both in society and in education; but our apprehension has been somewhat eased by the knowledge that Alberta is entering the last quarter of her first century with an economic cushion. If used wisely in the area of education this advantage can carry her to the forefront of a knowledge economy as well as provide a less anxious human condition for the citizens of her second century, and through them to the other citizens of the world community.

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Appendix A

A Chronological Outline of the Development of Post-Secondary Education in Alberta

1903 Alberta College founded in Edmonton by the Methodist Church, first institution of higher education in Alberta.

1904 Incorporation of Alberta College by North-west Territorial legislature.

1905 Formation of the Province of Alberta; provincial Department of Education established.

1906 First University Act incorporated The University of Alberta; provision made for college affiliation.

Provincial Normal School established in Calgary under the Department of Education.

1907 Alberta Industrial Academy founded near Leduc by the Seventh Day Adventist Church.

1908 First classes, in Arts and Science, at The University of Alberta commenced in the Duggan Street School.

Collège Saint-Jean began operation in Pincher Creek.

1909 Alberta Industrial Academy moved to site near Lacombe.

1910 New University Act reorganized University administrative structure.

An act to establish a university in Calgary amended, deleted degree-granting powers; Calgary College incorporated.

Camrose Lutheran College and Mount Royal College (Methodist) established in Camrose and Calgary respectively.

1911 Alberta College South (Methodist), Robertson College (Presbyterian), and Collège Saint-Jean (Roman Catholic) established in Strathcona; the first two in affiliation with the University.

The University of Alberta moved to Athabasca Hall; first building on present campus.

1912 Calgary College began operation.

Establishment of the Camrose Normal School.

The University of Alberta established a Department of Extension to supervise its extension program.

Strathcona incorporated into the city of Edmonton.

1913 Agricultural Schools Act; created the Board of Agricultural Education; Schools of Agriculture founded at Olds, Vermilion, and Claresholm under the Department of Agriculture.

Report of the federal Royal Commission on Industrial Training and Technical Education recommended federal support for technical education; first significant federal involvement in education.

1914 Report of the Royal Commission Appointed to Consider the Granting of Degree-Conferring Powers to Calgary College rejected the proposal to expand Calgary College into a university; recommended the establishment of an Institute of Technology and Art in Calgary.

1915 Calgary College closed.

1916 Establishment of the Provincial Institute of Technology and Art in Calgary; first classes at Colonel Walker School.

1917 Most programs at the Provincial Institute of Technology and Art devoted to returning soldiers.

1918 The Provincial Institute of Technology and Art formally taken over by the federal Department of Soldiers' Civil Re-establishment.

Schools of Agriculture converted into hospitals during influenza epidemic, no classes 1918-1919.

1919 Establishment of the Scientific and Industrial Research Council of Alberta.

Federal Technical Education Act initiated ten year program of federal assistance for technical education.

Alberta Industrial Academy renamed Canadian Junior College; post-secondary program initiated.

1920 Establishment of Edmonton Normal School.

Creation of Schools of Agriculture at Gleichen, Raymond, and Youngstown.

The Provincial Institute of Technology and Art returned to civilian control.

Initiation of a provincial loan program for students of Normal Schools.

1921 United Farmers of Alberta defeated Liberal government; Board of Agricultural Education disbanded by new UFA government.

Concordia College founded in Edmonton by the Lutheran Church.

1922 Gleichen and Youngstown Schools of Agriculture closed permanently.

1923 Raymond and Vermilion Schools of Agriculture closed temporarily.

Provincial Institute of Technology and Art moved to its present location; campus shared with Calgary Normal School.

Edmonton Normal School closed temporarily.

The University of Alberta established Senate Committee on Small Hospitals to examine qualifications of hospitals wishing to offer nursing programs.

1924 Vermilion School of Agriculture reopened.

1925 Concordia College initiated a post-secondary program.

1926 Raymond School of Agriculture reopened.

St. Stephen's College (United Church) established by the merger of Alberta College South and Robertson College.

Foundation of St. Joseph's University Catholic College in Edmonton by the Roman Catholic Church; affiliated with the University.

1928 Edmonton Normal School reopened.

1929 University of Alberta began training secondary teachers in new School of Education; Normal Schools continued to train elementary teachers.

1930 University of Alberta Senate established Committee on Junior Colleges; new affiliation regulations provided for considerable control over affiliated colleges.

Scientific and Industrial Research Council reconstituted as Research Council of Alberta.

1931 School Act made provision for school boards to establish public junior colleges, with the approval of the University.

Claresholm and Raymond Schools of Agriculture closed permanently.

Mount Royal College affiliated with The University of Alberta; began two year Arts and Science Transfer program; first true junior college in Alberta.

1932 Normal School student loan program discontinued.

1933 Initiation of summer theatre program in Banff by the University's Department of Extension; genesis of the Banff School of Fine Arts.

Edmonton Normal School temporarily closed.

Vermilion School of Agriculture temporarily closed.

1934 Vermilion School of Agriculture reopened.

1935 Election of first Social Credit government of Alberta.

Provincial Institute of Technology and Art's painting classes in Banff merged with University theatre program to form the Banff School of Fine Arts.

Edmonton Normal School reopened.

1937 Federal Unemployment and Agricultural Assistance Act initiated what became known as Canadian Vocational Training Program.

1938 Permanent closure of Camrose Normal School.

1939 Federal Youth Training Act; initiated Dominion – Provincial Student Aid Program.

1940 War Emergency Training began.

1941 Vermilion School of Agriculture taken over by Department of National Defense.

1942 New University Act revamped the University's administrative structure; established the General Faculties Council as supreme academic body; vested final authority in the Board of Governors.

Federal Vocational Training Coordination Act.

1944 First federal-provincial Apprenticeship Agreement.

Temporary Board of Agricultural Education formed.

1945 The University of Alberta assumed full responsibility for teacher training; Edmonton and Calgary Normal Schools taken over by the Faculty of Education; a branch of the Faculty of Education established in Calgary.

Federal-provincial Vocational Schools Assistance Agreement.

Vermilion School of Agriculture reopened. Permanent Board of Agricultural Education established to supervise the agricultural schools.

1947 Leduc oil discovery began Alberta's oil boom.

Canadian Junior College renamed Canadian Union College.

1948 Federal-Provincial Vocational Training Agreement.

The Provincial Institute of Technology and Art began apprenticeship training.

1951 Fairview School of Agriculture established.

Martorana Report proposed the initiation of a community college program in Lethbridge.

Federal government grants to universities began.

1952 Foundation of the Banff School of Advanced Management.

1953 Student Assistance Act initiated a provincial loan program for university and nursing students.

The Banff School of Fine Arts moved to its present site.

1954 The Department of Education began making grants to school boards to support adult continuing education.

1956 Significant policy statement by the Minister of Education supporting comprehensive role for public college in Lethbridge.

1957 Establishment of Lethbridge Junior College; classes held in the Lethbridge Collegiate Institute.

1958 Public Junior Colleges Act; outlined more comprehensive role for colleges.

Fairview School of Agriculture closed by fire.

1959 Report of the Royal Commission on Education in Alberta published; recommended establishment of local community colleges to decentralize technical and vocational education; redevelopment of agricultural colleges; increased stress on adult education.

New Student Assistance Act extended student assistance to a broader range of post-secondary students.

Camrose Lutheran College affiliated with The University of Alberta.

1960 Federal Technical and Vocational Training Assistance Act initiated major capital assistance program for technical education.

Organization of the Northern Alberta Institute of Technology began; Provincial Institute of Technology and Art became the Southern Alberta Institute of Technology and the Alberta College of Art.

Fairview School of Agriculture reopened as Fairvew Community College.

The University of Alberta at Calgary moved to present campus.

The Forest Technology School established at Hinton under the Department of Lands and Forests.

1962 Classes began at the Northern Alberta Institute of Technology.

Lethbridge Junior College moved onto present campus.

1963 Collège Saint-Jean affiliated with The University of Alberta.

Schools of Agriculture unofficially renamed Agricultural and Vocational Colleges; expansion of programs and facilities began.

1964 Red Deer Junior College founded; classes held in Lindsay Thurber Composite High School.

The University and College Assistance Act initiated formula funding system.

The University Act amended to give The University of Alberta at Calgary academic autonomy; established a Coordinating Council for the two university campuses.

Public Junior Colleges Act amended to allow colleges to offer second-year university courses.

1965 Medicine Hat Junior College established; classes held in Medicine Hat High School.

Establishment of Alberta Vocational Centres in Calgary, Edmonton, and Fort McMurray.

1966 The Universities Act established the Universities Commission; created a separate University of Calgary; reconstituted the Universities Coordinating Council; provided for additional universities. Jurisdiction over the Banff School of Fine Arts transferred from The University of Alberta to The University of Calgary.

Grande Prairie Junior College established; classes held in Grande Prairie High School.

Mount Royal Junior College Act converted Mount Royal College from private to public status; affiliated with The University of Calgary.

Alberta Petroleum Industry Training Centre established.

Establishment of the Alberta Agricultural Research Trust.

1967 The University of Lethbridge created out of academic section of Lethbridge Junior College.

Provincial Board of Post-Secondary Education created, by an amendment to The Public Junior Colleges Act, to coordinate non-university post-secondary education.

The Agricultural and Vocational Colleges Act officially renamed the colleges; provided for expanded programs.

Federal Adult Occupational Training Act; federal government began to withdraw from direct support of technical educational programs.

Federal Fiscal Arrangements Act replaced direct grants to universities with transfer of federal funds to the provinces for post-secondary education.

Concordia College affiliated with The University of Alberta.

Provincial *White Paper on Human Resources Development* emphasized the importance of education to the economy, the social necessity of equal access to higher education, and the need for coordination of government services.

Establishment of the Human Resources Development Authority and the Human Resources Research Council.

Council of Ministers of Education, Canada, established to improve interprovincial cooperation in education and coordinate international educational activities.

1968 The Provincial Board of Post-Secondary Education submitted an important set of proposals regarding the college system to the Minister of Education.

Red Deer Junior college moved onto its present campus.

1969 The Colleges Act redefined the administration and role of the public colleges; colleges removed from school board control to become provincially-supported institutions; Alberta Colleges Commission established to coordinate college system; college role redefined, "junior" dropped from college titles.

Alberta NewStart, Inc. began operations in Lac La Biche and surrounding communities.

Investigation of administration and operation of the Southern Alberta Institute of Technology.

1970 Government position paper on *Post-Secondary Education, Until 1972* outlined government plans for decentralization of services, support for comprehensive college curricula and commission form of coordination.

Foundation of Athabasca University.

Establishment of Grant MacEwan Community College.

Establishment of AVC Grouard and Community Vocational Centre program.

Collège Saint-Jean partially integrated into The University of Alberta.

"Agricultural and Vocational" dropped from the titles of Fairview, Olds, and Vermilion colleges.

AVC Edmonton operations consolidated at present location.

1971 The University of Lethbridge and Medicine Hat College moved to permanent campuses.

First decrease in University enrollment since 1951.

Students Assistance Board redesignated as Student's Finance Board; loan-remission system replaced grant-loan student assistance format.

Grant MacEwan Community College began operation.

Canadian Union College affiliated with The University of Alberta.

Alberta NewStart ceased operation.

Announcement of impending creation of "Community College of Eastern Alberta" in Vermilion and Lloydminster.

Defeat of Social Credit government; new Conservative government established Department of Advanced Education to administer technical institutes, vocational centres, and agricultural colleges and coordinate development of post-secondary system; plans for "College of Eastern Alberta" and Northeastern Alberta Development Company shelved.

1972 Department of Advanced Education Act – formally established the Department.

A Choice of Futures, the report of the Commission on Educational Planning, and the Colleges Commission *Master Plan Number One* published; both stressed system-wide coordination, and the development of new services to meet the needs of all Albertans.

Athabasca University began pilot project in unconventional delivery methods.

An Administrator for Red Deer College appointed to exercise the powers of the Board of the College for one year.

Mount Royal College moved to Lincoln Park Campus.

Old Sun Campus established on Blackfoot reserve at Gleichen.

AVC Calgary moved to new building.

1973 Universities and Colleges Commissions dissolved; responsibilities transferred to the Department of Advanced Education; departmental reorganization.

AVC Lac La Biche established.

Athabasca University accepted its first students.

Task Force on Manpower Training and Retraining recommended transfer of responsibility for apprenticeship programs and trade certification to the Department of Advanced Education; stressed development of continuing education.

Establishment of the Alberta Educational Communications Corporation (ACCESS).

1974 Formation of the Alberta Council on Admissions and Transfer.

Establishment of the Alberta Oil Sands Technology and Research Authority.

Grande Prairie Regional College moved into permanent campus.

Program Coordination Policy promulgated by Department of Advanced Education; New Course Development Fund and Innovative Projects Fund created.

1975 Formation of Department of Advanced Education and Manpower; apprenticeship, trade certification, and manpower development programs transferred from Department of Labour.

Creation of Keyano and Lakeland Colleges, based on AVC Fort McMurray and Vermilion College respectively.

Athabasca University gained permanent status on the basis of distance education mandate.

Oil Sands Environmental Research Program initiated.

Report of the Alberta Task Force on Nursing Education published.

Further Education Policy introduced.

1976 Student Finance Act; extended assistance to students of private colleges and vocational schools.

Alberta/Canada Energy Resources Research Fund created.

School of the Environment established in conjunction with the Banff Centre for Continuing Education.

Final dissolution of Alberta Human Resources Research Council and Alberta Human Resources Development Authority.

1977 The Banff Centre Act established the Banff Centre for Continuing Education as an autonomous institution.

Agricultural Research Council established.

New Fiscal Arrangements Act – further federal withdrawal from direct financing of higher education.

1978 Fairview, Keyano, Lakeland, and Olds Colleges converted to autonomous public colleges.

Permanent Governing Council for Athabasca University established; unique form of university governance in Alberta based on 1977 Amendment to the Universities Act.

Report of the Task Force to Review Student's Contributions to the Costs of Post-Secondary Education recommended changes in Student Finance Program.

1979 Banff Centre began year-round operation as Canada's first year-round conservatory of the arts.

Medicine Hat college established a satellite campus in Brooks.

Private Vocational Schools Act increased government coordination of private vocational training institutions.

1980 Alberta Heritage Foundation for Medical Research created.

Further decentralization of post-secondary education, through the establishment of educational consortia.

Expansion of trades training in the public colleges, and the impending establishment of a new technical school in Edmonton announced.

Government announced plans to move Athabasca University from Edmonton to Athabasca.

Universities Act amended to allow private colleges to offer full degree programs in affiliation with Alberta universities.

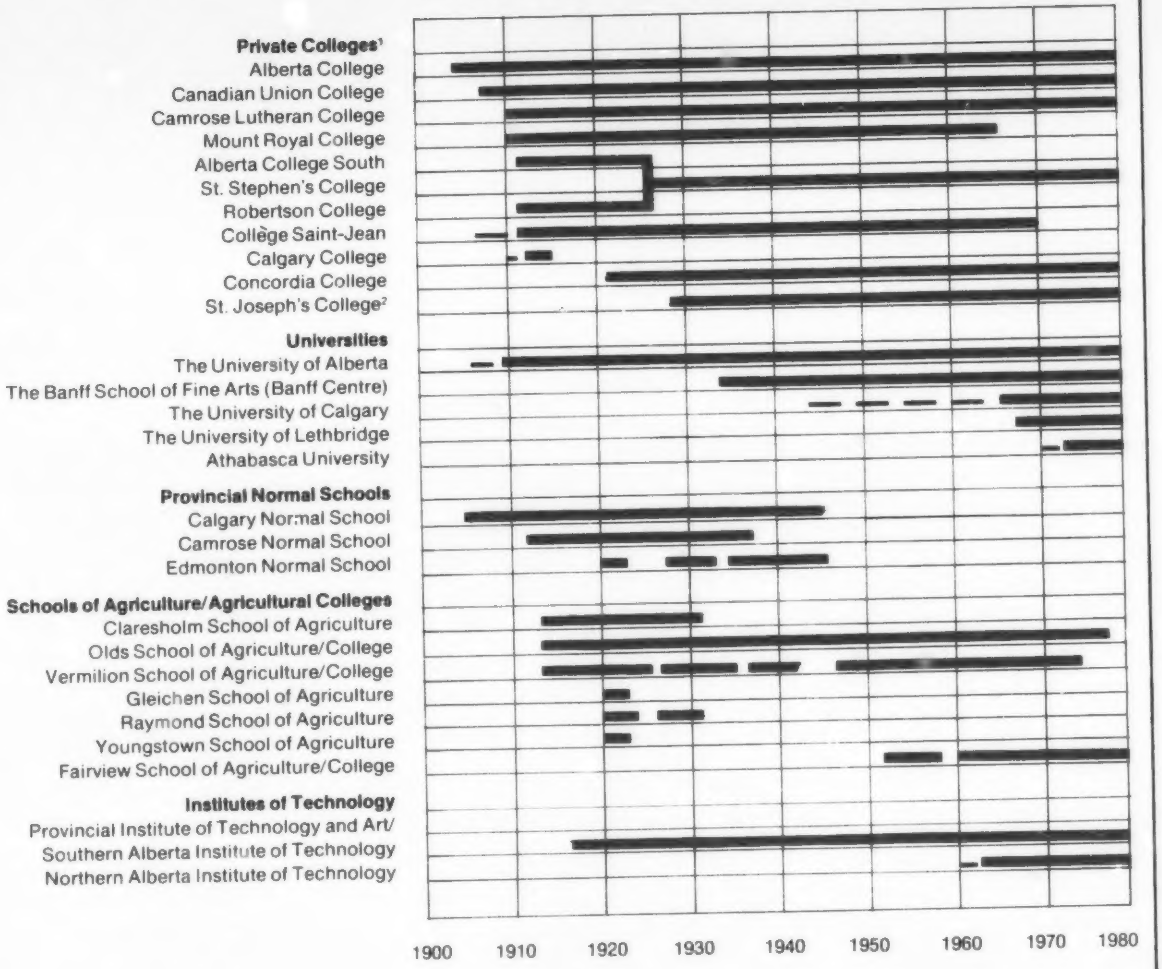
Changes to Student Finance Program announced; Alberta Educational Opportunity Equalization Grants to aid rural students in moving to obtain higher education, Special Assistance Grants based on unusual need, higher loan maximums.

1980's Advanced Education Endowment Fund announced; up to $80 million made available to match private donations for post-secondary education; replaced the Three Alberta Universities Fund.

Alberta Heritage Scholarship Fund announced; an endowment of $100 million to provide academic, career development, and athletic scholarships as well as awards for outstanding achievement in various fields.

Figure 6

Post-Secondary Education in Alberta, 1905-1980



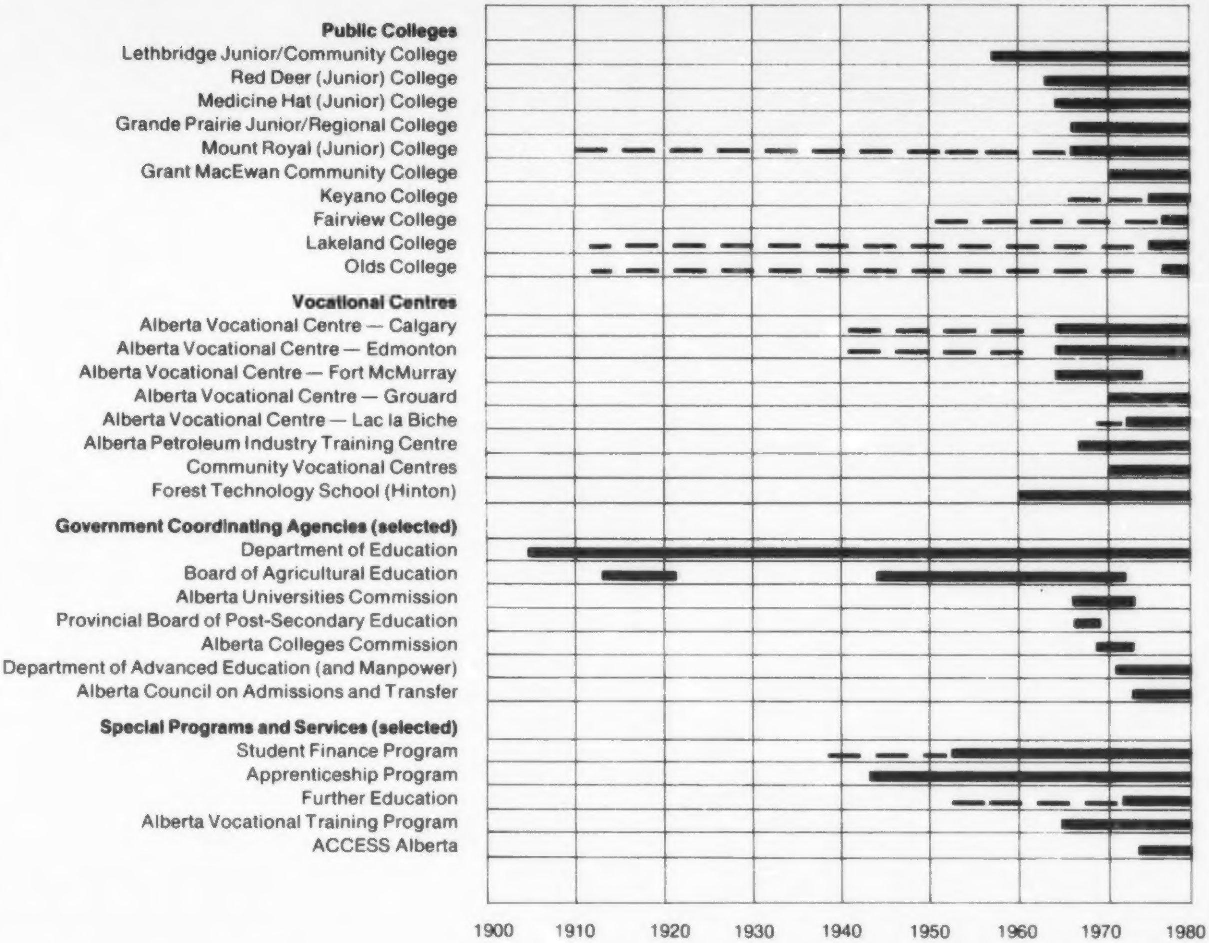
Dotted lines indicate a predecessor agency or program, usually under federal auspices, or the existence of an institution under a different administrative structure. Mount Royal College, for example, first a private college, became a public college in 1966. For more detailed information on individual institutions, see Appendix A.

[1] Many other unaffiliated denominational colleges, which are not listed here, operate in Alberta.

[2] St. Joseph's College is academically merged with the University of Alberta, but is financially and legally autonomous.

Figure 6 continued

Post-Secondary Education in Alberta, 1905-1980



Dotted lines indicate a predecessor agency or program, usually under federal auspices, or the existence of an institution under a different administrative structure. Mount Royal College, for example, first a private college, became a public college in 1966. For more detailed information on individual institutions, see Appendix A.

Appendix B

Administrative Heads of Government Educational Agencies and Post-Secondary Institutions

These lists represent the integration of data drawn from a wide variety of sources. Because of differences in record-keeping, some minor errors or omissions may have been unwillingly introduced, which will only become apparent when the work is subjected to critical examination by persons with specialized knowledge. We apologize for any errors, and hope that they will be few. In the event that errors are noted by our readers, they may wish to inform the library of the Alberta Department of Advanced Education and Manpower, so that an updated list may be maintained, and the corrections included in any future edition of the book.

Government Educational Agencies

Department of Education

Ministers
Dr. A.C. Rutherford 1905-10
C.R. Mitchell 1910-12
J.R. Boyle 1912-18
George P. Smith 1918-21
Perren Baker 1921-35
William Aberhart 1935-43
Solon Low 1943-44
R.E. Ansley 1944-47
Ivan Casey 1948-52
Anders O. Aalborg 1952-64
Randolph H. McKinnon 1964-67
Raymond Reierson 1967-68
Robert C. Clark 1968-71
L.D. Hyndman 1971-75
Julian Koziak 1975-79
David King 1979-

Deputy Ministers
D.S. MacKenzie 1905-17
Dr. J.T. Ross 1917-34
George W. Gorman 1934
Dr. G. Fred McNally 1935-46
Dr. William H. Swift 1946-66
Dr. T.C. Byrne 1966-71
Dr. R.E. Rees 1971
Dr. E. K. Hawksworth 1971-

Board of Agricultural Education

Chairmen (Ministers of Agriculture after 1945)
Dr. Henry Marshall Tory 1913-21
Duncan B. MacMillan 1945-48
David A. Ure 1948-54
Leonard C. Halmrast 1954-62
Harry E. Strom 1962-68
Henry A. Ruste 1968-71

Alberta Universities Commission

Chairmen
Dr. William H. Swift 1966-68
Dr. Andrew Stewart 1968-70
Dr. LeRoy A. Thorssen 1970-71
Haughton G. Thomson 1971-73

Provincial Board of Post-Secondary Education

Chairmen
Dr. Gordon L. Mowat 1967-69
Dr. Henry Kolesar 1969

Alberta Colleges Commission

Chairman
Dr. Henry Kolesar 1969-73

Department of Advanced Education

Minister
James L. Foster 1971-75

Deputy Ministers
A. Bredo (Acting) 1971-72
Dr. R.E. Rees 1972
J.P. Mitchell (Acting) 1972
Dr. Walter H. Worth 1972-75

Department of Advanced Education and Manpower

Ministers
Dr. A.E. Hohol 1975-79
James D. Horsman 1979-

Deputy Ministers
Dr. Walter H. Worth 1975-76
Dr. Henry Kolesar 1976-

Alberta Educational Communications Corporation (ACCESS Alberta)

President
Larry T. Shorter 1973-

Chairmen of the Board of Directors
Justice Michael O'Byrne 1973-79
Dr. J.H. Snedden 1979-

Private Colleges

Alberta College

Principals/Presidents:
Rev. J.H. Riddell 1903-12
John Barnett (Acting) 1912-13
Rev. F. Stacey McCall 1913-47
Rev. G.H. Villett 1947-58
Rev. Hart A. Cantelon 1958-64
Rev. S.R. Vincent 1964-70
Dr. Sherburne G. McCurdy 1971-

In 1911, Alberta College established a separate theological college on the University campus in Strathcona, called Alberta College South.

Alberta College South

Principals
Rev. J.H. Riddell 1911-16
Rev. Aubrey S. Tuttle 1916-26

Robertson College

Principals
Rev. S.W. Dyde 1911-18
Rev. John M. Millar 1918-26

Alberta College South and Robertson College merged to form St. Stephen's College in 1926.

St. Stephen's College

Principals
Rev. Aubrey S. Tuttle 1927-30 (co-principal)
Rev. John M. Millar 1927-30 (co-principal)
Rev. Aubrey S. Tuttle 1930-43
Rev. A.D. Miller 1943-45
Rev. Edmund J. Thompson 1945-66
Rev. George Tuttle 1966-79
Rev. Garth I. Mundle 1979-

Alberta Industrial Academy (to 1919)/Canadian Junior College (to 1947)/Canadian Union College

Presidents
C.A. Burman 1907-09
J.I. Beardsley 1909-14
C.A. Burman 1914-15
E.D. Dick 1915-22
C.L. Stone 1922-23
H.J. Klooster 1923-27
J.I. Beardsley 1927-28
C.O. Smith 1928-33
H.K. Martin 1933-37
L.W. Cobb 1937-40
H.M. Johnson 1940-45
E.E. Beitz 1945-51
H.T. Johnson 1951-65
R.A. Figuhr 1965-67
T.G. Miller 1967-71
Dr. Neville O. Matthews 1971-

Camrose Lutheran College

Presidents
Pastor J.P. Tandberg 1911-13
Dr. J.R. Lavik 1913-17
Pastor H.G. Fatland 1917-18
Pastor A.H. Solheim 1918-27
Dr. Chester A. Ronning 1927-42
Georg Moi 1942-49
Pastor K. Bergsagel 1949-54
Dr. G.O. Evenson 1955-56
Rev. J.S. Stolee (Acting) 1956-57
Pastor C.E. Lund 1957-61
G. Loken 1961-66
Dr. C. Granskou (Acting) 1966-67
Rev. K. Glen Johnson 1968-

Collège Saint-Jean

Rectors
Rev. A. Daridon 1911-20
Rev. J. LeBris 1920-23
Rev. A. Daridon 1923-25
Rev. A. Simon 1925-26
Rev. T. Schnerch 1926-28
Rev. A. Daridon 1928-30
Rev. A. Naessens 1930-31
Rev. H. Routhier 1931-36
Rev. A. Nadeau 1936-42
Rev. J. Patoine 1942-44
Rev. V. Gaudet 1944-51
Rev. F. Thibault 1951-57
Rev. A. Lacerte 1957-67
F. MacMahon 1967-80

Collège Saint-Jean was integrated into The University of Alberta in 1970.

Mount Royal College

Principals
Rev. George W. Kerby 1910-42
Dr. John H. Garden 1942-59
Rev. W. John Collett 1959-66

Mount Royal College became a public junior college in 1966.

Calgary College

Deans
Dr. E.E. Braithwaite 1912-13
Dr. A.H. MacDougall 1913-15

Concordia College

Presidents
Dr. Albert H. Schwermann 1921-54
Dr. Walter M. Wangerin 1954-59
Rev. Arnold Guebert (Act.) 1959-60
Rev. Roland A. Frantz 1960-74
Dr. Alfred R. Roth 1974-80
Rev. Walter Schienbein (Act.) 1980-

St. Joseph's University College

Rectors
Br. Rogation 1927-33
Br. Memorian Sheehy 1933-39
Br. Ansbert Sheehy 1939-45
Br. Prudent Macdonald 1945-51
Br. Luke Overs 1951-57
Br. Aloysius Doiron 1957-59
Br. Prudent Macdonald 1959-63
Rev. J. Wilfrid Dore 1963-65
Rev. Robert M. Montague 1965-68
Rev. Robert W. Finn (Interim) 1968-69
Rev. Joseph B. Courtney 1969-78
Rev. Alphonse A.M. de Valk (Principal) 1978-

Universities

The University of Alberta

Presidents
Dr. Henry Marshall Tory 1908-28
Dr. Robert C. Wallace 1928-36
Dr. W.A.R. Kerr 1936-41
Dr. Robert Newton 1941-51
Dr. Andrew Stewart 1951-59
Dr. Walter H. Johns 1959-69
Dr. Max Wyman 1969-74
Dr. Harry Gunning 1974-79
Dr. Myer Horowitz 1979-

Chairmen of the Board of Governors
Edwin C. Pardee 1910-17
Justice Horace Harvey 1917-40
Justice Howard H. Parlee 1940-50
Charles M. MacLeod 1950-66
Dr. John E. Bradley 1966-72
Fred T. Jenner 1972-75
Eric A. Geddes 1975-78
John L. Schlosser 1978-

The University of Calgary

Presidents
Dr. H.S. Armstrong 1964-68
Dr. W.R. Trost (Acting) 1968
Dr. A.W.R. Carrothers 1969-74
Dr. W.A. Cochrane 1974-78
Dr. Norman E. Wagner 1978-

Chairmen of the Board of Governors
F.C. Manning 1966-67
LeRoy A. Thorssen 1967-70
MacLean E. Jones 1970-72
Carl O. Nickle 1972-74
Dr. Gordon C. Swann 1974-75
Ross A. MacKimmie 1975-

The University of Lethbridge

Presidents
Dr. Russell J. Leskiw (Acting) 1967
Dr. W.A.S. Smith 1967-72
Dr. W.E. Beckel 1972-79
Dr. J.H. Woods 1979-

Chairmen of the Board of Governors
Dr. Neil D. Holmes 1967-74
Blaine A. Thacker 1974-78
R. Philip M. North 1978-

Athabasca University

Presidents
Dr. T.C. Byrne 1971-76
Dr. W.A.S. Smith 1976-80
Dr. Stephen Griew 1980-
Chairmen of the Governing Authority/ Governing Council (since 1978)
Justice C.W. Clement 1970-71
Merrill E. Wolfe 1971-75
Rev. E.M. Checkland (Acting) 1975-78
Ken J. Chapman 1978-

Banff School of Fine Arts/Banff Centre for Continuing Education

Directors
Dr. E.A. Corbett 1933-36
Senator Donald Cameron 1936-69
Dr. David S.R. Leighton 1969-
Chairmen of the Board of Governors (est. 1977)
Grant M. Carlyle 1977-

Provincial Normal Schools

Calgary Normal School

Principals
George J. Bryan 1906-09
W.H. Thompson 1909-10
Dr. E.W. Coffin 1910-40
Dr. William H. Swift 1940-43
Gerald F. Manning 1943-45

Camrose Normal School

Principals
Dr. James C. Miller 1912-14
G. Fred McNally 1914-18
W.A. Stickle 1918-23
A.E. Torrie 1923-28
G.K. Haverstock 1928-38

Edmonton Normal School

Principals
C. Sansom 1920-23
Dr. G.S. Lord 1928-33 and 1935-45

Schools of Agriculture and Home Economics/Agricultural and Vocational Colleges

Claresholm School of Agriculture

Principals
W.J. Stephen 1913-19
J.C. Hooper 1920-23
S.H. Gandier 1924-31

Olds School of Agriculture (to 1963)/Olds Agricultural and Vocational College (1963-70)/Olds College

Principals:
W.J. Elliott 1913-19
F.S. Grisdale 1919-29
James Murray 1930-46
F.N. Miller 1946-49
C.E. Yauch 1949-52
J.E. Birdsall 1952-72
Wilbur J. Collin 1972-77
Jack L. Booth (Interim Administrator) 1977-78

Olds College became a board-governed public college in 1978.

Vermilion School of Agriculture (to 1963)/Vermilion Agricultural and Vocational College (1963-70)/Vermilion College

Principals
Ernest A. Howes 1913-15
F.S. Grisdale 1916-18
J.G. Taggart 1919-21
J. McBeath 1922-23
W.J. Elliott 1924-37
S.H. Gandier 1938-41
N.N. Bentley 1945-60
W.S. Baranyk 1960-75

Vermilion College was incorporated into the new Lakeland College in 1975. Lakeland College became a board-governed public college in 1978.

Gleichen School of Agriculture

Principal
G.B. Bodman 1920-22

Raymond School of Agriculture

Principal
O.S. Longman 1920-31

Youngstown School of Agriculture

Principal
R.M. Scott 1920-22

Fairview School of Agriculture (to 1958)/Fairview Community College (1960-63)/Fairview Agricultural and Vocational College (1963-70)/Fairview College

Principals
J.E. Hawker 1951-55
P. Jamieson 1955-58
V.W. Osbaldeston 1960-64
M.H. Jaque 1964-67
J.A.R. Palin 1967-73
A.J. Nicol 1973-78
D. Enns (Acting) 1977-78

Fairview College became a board-governed public college in 1978.

Institutes of Technology

Provincial Institute of Technology and Art (to 1960)/Southern Alberta Institute of Technology

Principals/Presidents (after 1969)
Dr. James C. Miller 1916-17
J.F. Boyce 1917-18
L.F. Fyles 1918-19
Joe H. Ross 1919-24
Dr. William G. Carpenter 1924-41
Dr. James W. Fowler 1941-52
E.W. Wood 1952-62
Fred C. Jorgenson 1962-66
D.C. Fleming 1966-67
D.L. Campbell 1968-69
G.H. Hare (Acting) 1969
Fred C. Jorgenson 1969-

Northern Alberta Institute of Technology

Principals/Presidents (after 1969)
J.P. Mitchell 1960-62
W.A.B. Saunders 1962-71
George W. Carter 1971-79
Dr. S.G. Souch 1979-

Public Colleges

Lethbridge Junior College (to 1969)/Lethbridge Community College

Presidents
W.J. Cousins 1957-63
C.B. Johnson 1963-67
R.J. Twa (Acting) 1967
Dr. C.D. Stewart 1967-75
O.D. Alston 1975-76
D.W. Anderson 1976-79
G.L. Talbot 1979-
Chairmen of the Board of Governors
C.B. Andrews 1957-67
J. Robbins 1967-72
R.F. Babki 1972-77
Lorene Harrison 1977
J. Arthur Wood 1977-

Red Deer Junior College (to 1969)/Red Deer College

Presidents
Peter Raffa 1964-70
Dr. G.L. Fisher (Acting) 1970-71
Dr. Mervyn Eastman 1971-72
Dr. Raymond G. Fast (Administrator) 1972-73
Dr. W.G. Forbes 1973-
Chairmen of the Board of Governors
W.B. Parsons 1964-69
R.M. Jewell 1969
John Wilson 1969-70
T.M. Donnelly 1970-72
Dr. Raymond G. Fast (Administrator) 1972-73
Dr. Robert C. Cooper 1973-79
E.K. Makarenko 1979-

Medicine Hat Junior College (to 1969)/Medicine Hat College

Presidents
Dr. Neville O. Matthews 1965-71
Dr. E. Stanley Chase 1972-77
Robert E. Sackley 1977-79
Charles J. Meagher 1979-
Chairmen of the Board of Governors
Dr. H.F. McKenzie 1965-66
R. Ashburner 1966-69
Dr. J.H. Snedden 1969-72
G.H. Davison 1972-73
James D. Horsman 1973-75
Lorna Shaw 1975-77
Charles J. Meagher 1977-79
James R. Driscoll 1979
Kenneth W. Lutes 1979-

Grande Prairie Junior College (to 1969)/Grande Prairie Regional College

President
Dr. Henry N. Anderson 1965-
Chairmen of the Board of Governors
F. Marie McIntosh 1965-68
Dr. Harry J. Quinn 1968-70
E.W. Martin 1970-71
Ken Hanson 1971-74
E. Stan Parks 1974-75
Dr. Harry J. Quinn (Acting) 1975
M. Collins 1975-76
Dr. Harry J. Quinn 1977-78
Jorden Johnston 1978-80
Dr. Joe Storcer 1980-

Mount Royal Junior College (1966-69)/Mount Royal College

Presidents
Rev. W. John Collett 1966-68
Dr. Walter B. Pentz 1968-76
Douglas M. Lauchlan 1976-80
Donald N. Baker 1980-
Chairmen of the Board of Governors
Dr. Howard P. Wright 1966-70
Martha Cohen 1970-74
Russell H. Purdy 1974-75
Gerald M. Burden 1975-

Grant MacEwan Community College

President
John L. Haar 1970-
Chairmen of the Board of Governors
Rev. Barry Moore 1970-73
Edward Stack 1973-75
Sally E. Stewart 1975-76
Laura S. Kilgour 1976-79
D. Robert McLeod 1979-

Keyano College (Board-governed since 1978)

President
Douglas A. Schmit 1975-
Chairmen of the Board of Governors
R.A. Bernatzki 1978-

Fairview College

President:
Dr. F.J. Speckeen 1978-
Chairman of the Board of Governors
Ian MacDonald 1978-

Lakeland College (Board-governed since 1978)

Presidents
Robert E. Olsen 1975-80
William Campbell (Acting) 1980-
Chairman of the Board of Governors
George J. Daugela 1978-

Olds College

President
Glenn N. Crombie 1978-
Chairman of the Board of Governors
Donald J. Robertson 1978-

Vocational Centres

Alberta Vocational Centre, Calgary

Centre Supervisor
J.E. Crowe 1965-

Alberta Vocational Centre, Edmonton

Centre Supervisors
S.G. Souch 1967-73
W. Romanko 1974-77
W. Sokolik (Acting) 1977
David E. Hubert 1977-

Alberta Vocational Centre, Fort McMurray

Centre Supervisors
J. Shields 1965-67
Peter Rudiak (Acting) 1967-68
Harold Peacock 1968-69
Douglas A. Schmit 1969-75

AVC Fort McMurray was redesignated as Keyano College in 1975.

Alberta Vocational Centre, Grouard

Centre Supervisors

R. Janz 1970-72
E.J. White 1972-74
J.I. Berg 1974-76
B. D'Aoust (Acting) 1976-77
J.I. Berg 1977-79
F.J. Dumont 1979-

Alberta Vocational Centre, Lac La Biche

Centre Supervisors

David E. Hubert 1973-76
D. Edward Langford 1976-

Alberta Petroleum Industry Training Centre

Centre Supervisors

Cal Bohme 1966-68
F. Kline 1968-71
C.J. Frankovitch 1971-

Community Vocational Centres (based at Slave Lake)

Supervisors:

R. Andersson 1971-73
Art Wood (Acting) 1973-75
R. Andersson 1975-

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